G. R. S. IX-5]

Previous references.

File No. 55-17

1917-18

Serial Nos. 1 to 4

(G.F.)

Later references.

G.F. 27-18 Nos: 11, 26, 40 & 64; B. March 1919

F-193-33 & 1-7

GENERAL AND REVENUE SECRETARIAT.

P. 137 (E)

Serial Nos. 1 to 4

Part B for February 1918

SUBJECT.

Mr. Datta's note on Forest accounts.

Sl. 4. To.
The Deputy Commrs of Distts
" Comptroller
&
" Conservator of Fts.

No. Fl 4438-47 dated 21-2-18

Approves of certain proposals of the special officer Mr. K. L. Datta, M.A., re the revision of the System of Forest Accounts.

Mr. Pardhasandhi minor
1-4-1918

W D 88—GPB—50,000—24-7-16

D 99

G.R.S. III—3].

S.F. 55/17/1

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

FOREST ACCOUNTS.

A copy of Mr. Datta's note on the marginally noted subject is sent to the Financial Assistant Secretary for working up the case in accordance with the instructions laid down in Memo dated the 30th April 1917.

Dwell
13/7

2. Submitted to the Committee consisting of 1st member & 2nd member for consideration & orders.

3. It is suggested that the opinion of the following officers be obtained.

1). Conservator of Forests.
2) Comptroller.
3) Revenue Secy.
4) Financial Secy.

18
13.7.17.

4 I have no objn. if the second member also is agreeable
[illegible]
14/7

5 I think the asst F.S. may work up the case first. There are technical

Matters & after all the proposals have been considered - I have no obj. to ask the C.F. to attend the Council Committee when we discuss them:
7. Its for the F.C. branch to get on record the view of the comptroller & F.S.
[illegible] 17.7

173
14.7.17

1st member) 18
17.7.17

215
17.7.17

8 This may be done well
17/7

1
16.7.17

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

9. Vide typed note prepared for the information of the Coml Secy & the members. A spare copy may, if approved

W.D. 84—GPB—60,000—20-7-16

A 99

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

be sent to the Conservator, who may be asked to attend the meeting of the Committee —

Fil Secy). 18 23.7.1917.

10 Yes. Please get on record the views of the Comptroller of the Fin Secy (vide Second Member's note) Dwell. 29/7

Fl Secy). 18 25/7/1917.

11 Vide separate U.O. reference 18 25/7/1917.

12 I generally agree; vide my remarks in the copy of the note attached

Flag D1

M 31.7.17

13. The opinion of the Fl Secy & of the Comptr generally agreeing with Mr. Datta are placed in file. Flag D1 & D2 — Comt Secy). 18 31.7.17

Copy O.M. d 1-5-17 laying down the procedure for dealing with these notes is put up Flag U

14. If the Members also agree to the proposals, a draft order will be put-up. unless Dwell Fin Ld Second Members) a meeting is deemed necessary. 9/8 [illegible]

15. I don't consider that a meeting is necessary. The Conservator may perhaps be given a chance to say what he has got to say before [illegible] 8/8

16 Please see marginal remarks but I generally agree. E.F. may be asked to offer his remarks. 239 9.8.17 108

17 As written by note to the C.F. [illegible] 18 Attended to 18/8 8/8

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

19
Reminder was issued with No 9460 of 24/8/17
Subd with a 2d reminder
[illegible]
1.9.17

[illegible]
1/9.

H 1127 of 1/3/9/17
Second reminder issued.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

WD 1233—GPB—60,000—1-12-16—S.

493

G. R. S. III-2]

General and Revenue Secretariat.

97 File No. 55 of 1917.

Serial No.

2 From the Conservator of Forests.
No 2021 dt 1/9/17 D 493.

Forwards a copy of his note sent to the Revenue Secretary containing his opinion on Mr Dattas' notes a Forest Accounts and adds further some additional points that have not been dealt with therein and on which definite proposals are called for.

X. 10 pt. [illegible] 20 2nd member's orders on Tappal abstract.
'To be put up'.

21 Cual Secy). Vide. para. 1. (1). Flag. II.
18
4.9.17.

297
10.9.17

2nd member).
5.9.17.

22. A draft order may now be attempted
(1) on pts of agreement & on pts of
(2) difference = a statement for orders
10.9 (1) & (2)
16/10/17

SP.

23. A draft order & a stt for orders Flag 5' are sold.
4/9/17

P.T.O.

NOTE—Contn. sheet.

493

WD 1233—GPB—60,000—1-12-16—S. 5)

G. R. S. III-2]

General and Revenue Secretariat. | 87 File No. 55 of 1917.

Serial No.

24. I find some difficulty in preparing a suitable draft order for consideration as ordered by the 2nd member. The chief modifications in the Forest accounts proposed by Mr. Datta are based upon the important change of abolishing the Cheque system as recently adopted in the P.W.D. And to this the Conservator is very strongly opposed. The few suggestions of Mr. Datta which he has accepted are in non-essentials.

25 × Vide my analysis & portions marked A & B in Conservator Note - Flag I. pages 19. 20 & 21.

F.

26 This case seems to require consideration in a meeting of the Finance Committee. Both Mr. Datta and the Conservator of Forests might asked to be present.

27 I consulted Mr. Datta also in this matter of attempting a draft order as per members orders - He is also of the opinion that no suitable draft can be prepared before the lines on which it should be prepared are indicated by a resolution of the Finance Committee (Sd. Secy). 18/24.9.17.

295/27.9.17

2nd member
1st member

28. Maybe discussed at the meeting. CAS 26/9/17

Whatever needs orders of the 1st member

NOTE—Contn. sheet.

29. Vide remarks of date on H. Verse 7/6 of 1917-18 [illegible] 29.9 1.10.17

1389/4.10.17

30 1) The file relating to the "Reform of Forest accounts" is herewith returned, with compliments, to the Assistant Financial Secretary, with a draft order and a memorandum of instructions attached. I have drafted these in accordance with the instructions of the Special officer. I have also shown them to the Compt. and embodied therein the suggestions made by him.

R. Srinanganajan.
Asst. Fin. Secy.
1.12.17.

P.S. 31. A proof copy may perhaps be called for from the Press before the file is submitted

1.12.17

P.S. 3.12.17

32 2) The draft requires considerable alteration and I have made an attempt to revise it. Please have the draft and memo: typed at once.

The matter is urgent.

9.12.17.

33 3) As per instructions I took this file to Mr. Datta for a draft order being prepared in accordance with the Committee resolution of 24.10.1917 and left it with him as desired by him. It was returned to me after Mr. Datta left Bangalore and on the 3rd inst. after reminders. I submit herewith a draft order with memo accompanying & beg to suggest that the memo being purely an account matter may be carefully scrutinised by the Compt.

1)

7

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

34 4) After it is received back from the Compliller I shall, if permitted show it to the Conservator, so that no difficulties may crop up after the draft order is approved & issued -

Chief Secy) 18 14.12.17

2)

35 3) I shall show the draft order to the Fl Secy and get his approval, if permitted. The matter is an important one.

36 Yes. 15/12/17

H Draft order was shown to Fl Secy and approved of by him as suitable

18 19.12.17

R

5) 37 The draft order may now be submitted to the members if the same is considered suitable - It has been seen by Compt, who has revised the memorandum referred to in para 13 of the draft - I showed the papers to the Conservator of Forests, and had a discussion with him on the 9th inst - He has ~~[illegible]~~ made some observations in his letter of 11.1.18.

A

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

(1). Re. draft order -

(a) The Verbal alterations suggested by him in paras 3 & 4 & also 8 & 9 may be accepted -

38 Yes

W.D. 84—GPB—60,000—20-7-16

3
8

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

39. 6) But the omission of the word 'invariably' in para 7 and of certain phrases in para 8, suggested by him cannot be agreed to, as not in accordance with the resolution — The retention of the word 'invariably' is very material, as on it hinges the responsibility of D.F.O's to see that money already advanced has been properly utilised — The arrangement arrived at by the Committee was a compromise.

Keep the word. [illegible]

U.

40 7) There is no objection to increase the pay of temporary ~~[illegible]~~ hands to Rs 40. as proposed — ~~The~~

41. [illegible]

~~20) [illegible]~~

42. 5) The Cons.r wants the new arrangement to be given effect from July 1918. During the course of discussion I explained to him that the new procedure need not be put off till the commencement of the new official year and that for various reasons it would be desirable to give effect to it as early

43. I think it is better to start the new accounts from 1st July — The matter may however be left for the members' orders ~~[illegible]~~

NB.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

4

9

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

as possible. He had no objections to the date being fixed as 1st March 1918, as by that time all the officers ~~wd~~ concerned will have understood the ~~new~~ changes — in the system of arcts — & the permanent advances reqd. settled. Vide para 6.

R

2). As regards the memorandum there would be no objection to cut out the same altogether as given

para-13 an accompaniment to the O.O. and whence the details to the Compte & Conservator.

But as the difference of opinion between the audit and departmental ~~views~~ officers is very sharp it is best that it shd be issued by govt.

Yes.

9) The points which Mr Ramaraoo takes exception are.

(1) maintenance of 2 cashbooks instead of one as heretofore —

The splitting of 2 cashbooks is suggested by the audit dept — for the convenience of deptal officers

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20,7/16

best there wd be some confusion under the new system of arcts —

it

5

10

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

As Mr. Rama Rao is very strongly of opinion that the present Cashbook shd not be split up, and made into 2, one for Rev. & another for expenditure, he may be allowed to issue necy instructions to in that matter to avoid confusion in accounting — That arrangement does not affect the Fy or the audit office —

45 Adopt the R Rao's suggestion. Ok

Undeptl officers

46. 2) As regards the responsibility for undisbursed cash on a/c. salary, est & other charges drawn on bills, the standing orders are quite clear. Vide art 63. C.A.C. Vol I & the paras 153-4 of the Fy Manual. I explained the matter to Mr. Rama Rao personally also —

47. Put in a para in the memo drawing attention to the standing orders. Ok

3) The abolition of the ~~in~~ suspense head 'Forest remittances' is an account matter, as Mr. Rama Rao admits, and it is quite necy under the new arrangement that it shd be approved as per Committee Resolution.

If the above views are acceptable the

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

99

§7 55/17

11

G.R.S. III—3]

P. 753

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

draft order and the memorandum will be retyped and clean copies submitted for approval

Chief Secy). 12.1.18

48 10) Please see marginal remarks & revise the draft.

15/4/18

Flag H & R 49. 11) The draft and the memo have been revised as per instructions of Chief Secy. Please have 2 copies of each neatly typed for submission.

15.1.18.

Mr C.P. 12) 50. Fair copies (typed) of the draft Go and the memo are subd.

17/1 11) After members' approval the file may be disposed of by circulation to council. If there is no objn.

Chief Secy). 18.1.18.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

16-2 16/1/18

WD 1233—GPB—60,000—1-12-16—S.

753

G. R. S. III-2.

12

General and Revenue Secretariat. | 87 File No. 58 of 1917.

Serial No.	
93 18.1.18.	52. 14) Sent to 2nd member. HS 18/1/18
	53) Draft approved. May be circulated HS 19.1.18
	54. 16) Circulated HS 9/1/18
55 Circulation Completed. 27/28 8/2/18	55) 18. member) With D.F.N HS 7.2.18. 8.2
	57) Final note signed by the Member is put up.
4219 11.2.18	58. BS 9/2. Dewan) With D.F.N 9.2.18

NOTE—Contn. sheet.

P.J.O

13

(For Disposal by Circulation)

No. C. 400

24/1/1918

GENERAL AND REVENUE SECRETARIAT.

COUNCIL MATTER.

SUBJECT.

59 Draft order on Mr. Datta's note on the revision of the system of Forest Accounts.

CIRCULATED TO THE MEMBERS OF COUNCIL.

By Order,

C S Balasundaram

23rd January 1918. Chief Secretary to Government.

H.H. the Extraordinary Member of Council. appd. 6.2.18.

First Member of Council.

Second Member of Council. Approved.

WD 2670—GPB—1,000—11-5-17

Final Note by the Second Member of Council.

Subject:—

Revision of Forest accounts.

---

60 Mr. Datta, Special Officer, examined the system of accounts of the Forest Department and submitted a note pointing out certain defects in the present system and suggesting certain remedies to remove them as also to bring the account procedure of that Department into uniformity with that of other Civil Departments as far as practicable.

61 2. The most important modification suggested by him was the abolition of the cheque system for payment of both establishment claims as well as works expenditure, with the introduction of payment of all claims on bills drawn on Treasuries as in all Civil Departments which was recently sanctioned for the P.W. Department in G.O. No.Fl.7750-99 dated 22nd June 1917.
G.F.219-16-1

62 3. The Financial Secretary, Mr. Chakravarti, agreed generally to Mr. Datta's suggestions, but the Conservator of Forests while assenting to the proposed modifications regarding the payment of establishment and contingent claims, has strongly urged that the procedure suggested in regard to the payment of work bills at Treasuries is unsuited to the Forest Department and that the defects pointed out by Mr. Datta in the present system of accounts will be obviated when the scheme of Forest Department re-organization is sanctioned.

63 4. The subject matter was carefully considered in all its aspects by the Committee of the two Members of Council at a meeting at Mysore on the 24th October 1917, at which the Conservator was also present. The Committee resolved that Mr. Datta's proposals

15

proposals regarding the procedure of payment of establishment, travelling allowance and contingent bills may be approved but that in regard to payment for conservancy and works, the introduction of the proposed change may be deferred for a period of two years after the introduction of the scheme for the re-organization of the Forest Department. The suggestions of Mr. Datta on other account matters have also been approved by the --- Committee subject to certain minor modifications.

Draft for approval 64

5. The draft order which has been prepared in accordance with the Committee Resolution and scrutinised by all the officers concerned has been agreed to by the Members of Council and may be approved.

8th February 1918.

Member of Council.

8.2.18

P.D.O

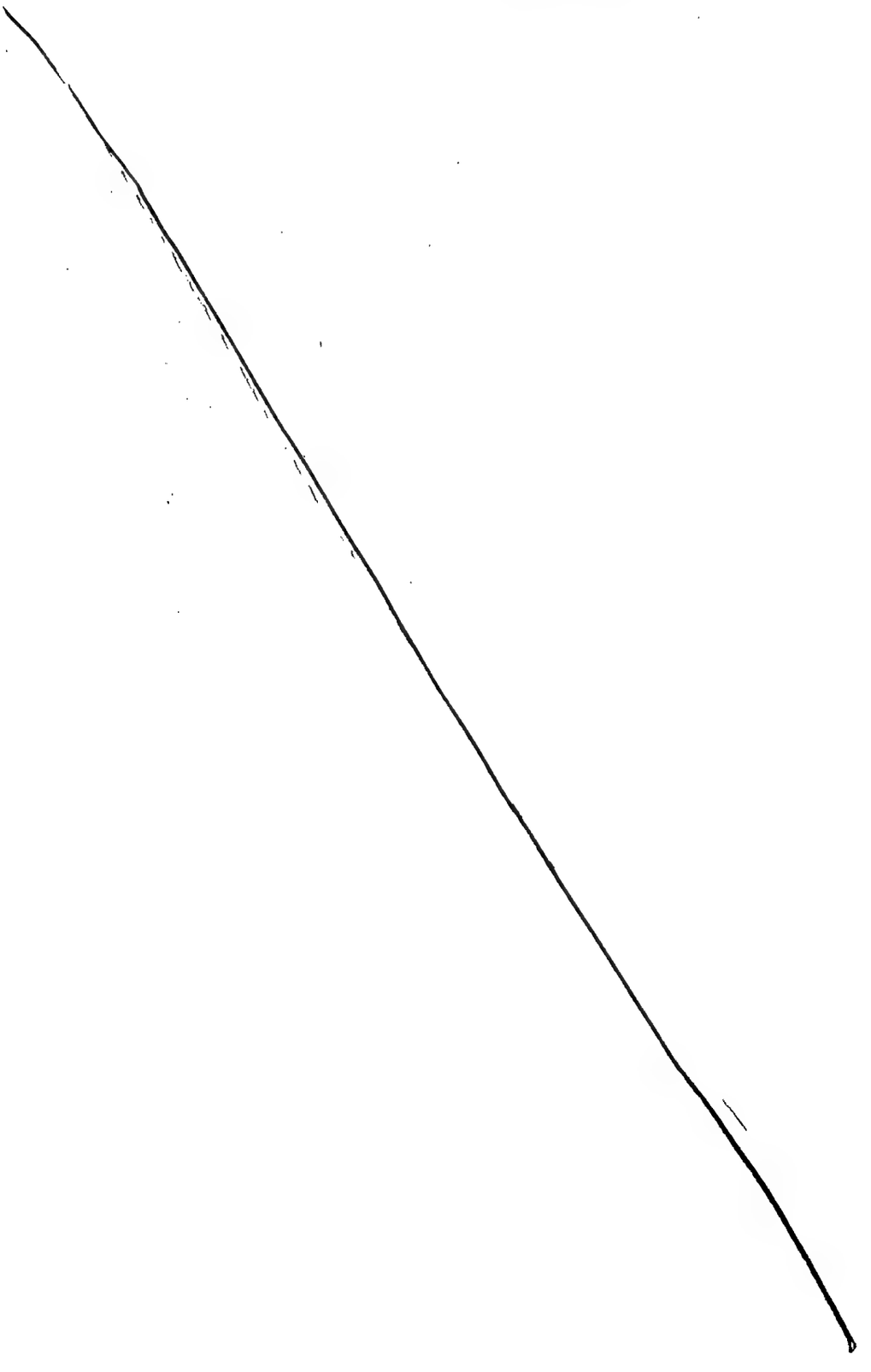
16

Submitted to His Highness.

G 65 I submit herewith a Final Note by the Second Member of Council on the subject of Revision of Forest Accounts for His Highness' gracious approval.

M. Visvesvaraya

13th Feb 1918.



p.c.d

17

C. 400.

Record of Cases submitted for the Orders of His Highness the Maharaja.

Subject.

66

Revision of Forest Accounts.

No 7452
13-2-18

927

67 *Order.*

~~KRW~~

14/2/18

68 Secretary RD
Fin'l Secy
15.2.18

69 1. Issue.
2. S.O.
3. 2 copies to complete our principle of [illegible]

18
20/2/18

16.2

19.2.

339
16.2.18

WD 1233—GPB—60,000—1-12-16—S.

18

G. R. S. III-2]

General and Revenue Secretariat.

S. R. File No. 55 of 1917

Serial No.	
	The Conservator of Forests.
	" Comptroller
4	Fl. Dy. Commissioners of Districts
	No. Fl 4438-47 & 21-2-18.
	Passing orders on the above Subject.

NOTE—Contn. sheet.

F M 80 917 (1

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

COMPTROLLER'S OFFICE
27 JUL 1917
BANGALORE.
MYSORE GOVT.

Ref. No. 280-17.

No. Refce. – Mr. Dattas note on Forest accounts. Q. 29.5.1917

The Comptroller is requested to kindly favour with his opinion on the proposals made in the above at every early date.

B.O.

B. Seeniva Gyngar

25.7.1917. Forest Secy

25/7

The procedure for payments and accounting proposed for the Forest Dept is on the lines of that already sanctioned in the case of the Public Works Dept and it may therefore be adopted –

I agree with Mr. Datta that the inspection of District Forest and Range offices for the examination of their accounts work should be made by a member of the Audit Dept and not as now by an officer of the Forest Dept. –

M. N. Mendonça Rao
30.7.17

Subd. to Forest Secy for perusal.
F. Secy's opinion is awaited. 18
31.7.17.

Subd. with D. 99

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

Subject : - Mr. Datta's note on Forest Accounts.

1. The defects noticed by Mr. Datta in the existing system of Forest Accounts are summarised in the opening pages of his notes in paras 1 to IX , and the remedies proposed by him for their rectification in the next para (X) .

2. His proposals may for convenience be broadly classified under the following 6 heads :-

(A) Check over revenue collection and compilation of revenue accounts.

(B) Abolition of payment by cheques by Forest Officers, and the introduction of the practice of payment of claims by means of bills through treasuries as in all Civil Departments and as recently sanctioned in the Public Works Department.

A

(C) Effective audit of works and expenditure, and adoption of the rules of the Public Works Department mutatis mutandis in the matter of furnishing to audit lists of sanctions, recording measurement of work done, verification and submission of returns of stock and tools and plant.

Vide memorandum & Govt order flag A D.

(D)

(D) Suitable revision of existing forms and registers in accordance with the above proposals, abolition of unnecessary registers, and introduction of new and necessary registers and accounts.

(E) Strict enforcement of orders and rules in force in the matter of departmental administration, prompt preparation and submission of accounts, and the adoption of disciplinary measures therefor.

(F) Abolition of the post of Forest Auditor and the introduction of the system of periodical local inspection of Forest accounts by an Account Officer as in the Public Works Department in addition to inspection by departmental officers.

3. It may be noted at the outset that many of the ~~many~~ important suggestions made in the present note are, as will be pointed out later on, more or less similar to those made by Mr. Datta in his note on the Reform of Public Works Accounts which have been recently accepted by Government and may be approved.

A

4. (A). <u>Revenue Accounts</u> Paras 14/15 to 28 & 41.

(I) Para 14 - The proposal that revenue

revenue realised should be credited in the Treasury accounts directly to the Final Revenue head of accounts and not to Forest remittances may be approved. (Vide para 16 of memo of Government Order dated 22nd June 1917 in re: Public Works Department)

(ii) Vendors' licenses :- Paras 17,18

The suggestion made in para 18 page 9 that the acknowledgment of the Treasury Officer for remittances made by vendors may be obtained also in the F register and that Money Order receipts[x] when amounts are sent by Money Order should be affixed if adopted will afford complete information to the officer inspecting vendors' books - May be approved.

(iii) Vendors ' commission bills paras 27,28.

The proposals made in para 28 to serve as safeguard against double payment are suitable and may be approved.

(iv) Check over arrears of Forest revenue :- Paras 19 to 26.

Para.24 - The proposal to show the arrears in the Demand Collection balance returns to be submitted to Conservator not in lump as at present but in individual items showing the dates from which they are outstanding may be approved. Submission of such detailed returns to Government may involve some increase

x. The acknowledgments received from the Treasury Officer after delivery will be sent to the Range Officer with the acknowledged challans..

increase of work in the Conservator's Office and it may perhaps be sufficient to enter in the Quarterly statement to Government items of long duration say of over 3 or 6 months and exceeding Rs.500. The Conservator's opinion may be obtained on this point .

(v) Register of all revenue yielding property and Regular register of leases - in Forms F and B - paras 25,26. May be approved. (Vide also paras 16 of memo appended to Government Order of 22nd June 1917 - and Mysore Municipal Account Manual - Para 210).

(vi) Register of rentable buildings- Para 41.

The proposal to introduce the Form appendix O as in the Public Works Department may be approved.

In this connection it is suggested that the Comptroller may be requested to prepare an annual return in Form 99 A in respect of Forest rentable buildings.

5 B. Abolition of payment by cheques :- Paras 29 -33.

The proposals made in paras 31 & 32 and the consequential alteration in accounts may be approved. (Vide paras 4 and 5 of Government Order dated 22nd June 1917 in re: Public Works Department.

Suitable permanent advances will

will have to be allowed to disbursing officers for contingent -- expenditure and also to meet -- emergent claims for works done.

The Conservator may be asked to submit proposals in this matter.

6.C. Expenditure on works etc., paras 34, 40 and 45 -48.

Proposals made in paras 37-40 for submission to audit monthly lists of sanctions and consolidated work vouchers and of schedule of rates and recording of measurements of works done in measurement books as in the Public Works Department may be approved.

Likewise the suggestions made in paras 47 and 48 regarding the half-yearly and yearly verification of stock and tools and plant and submission of periodical returns as in the Public Works Department may be approved.

7. D. Suitable revision of forms of accounts and registers etc., in

These are dealt with in Sections II,VI,X & XI paras 6-12,41,42-44,53-57 and 58-63.

(1) The proposal regarding the changes in the form of Cash book - Para 14, to omit all expenditure items in it and have separate columns for each

sub head

sub head of revenue may be approved.

(2) Regarding the advance account.

The suggestions made in paras 55-57 for overhauling the outstanding items of advance by entertainment of suitable temporary establishment and for submitting in -- future separate statements for advances to Rangers, and for advances to Contractors and for the half-yearly verification of outstanding items under both may be approved The Conservator may be asked to send up proposals regarding the required temporary establishment in communication with the Comptroller.

(3) Regarding the deposit registers the proposals to maintain in the District Forest Office a deposit register as in Civil Account Code Form 41 and to submit to audit a plus and minus memo monthly through the Treasury and an annual clearance register etc., made in paras 62 & 63 may be approved.

The suggestion regarding the payment of security deposit to Treasury directly by the parties made in para 61 is in accordance with the practice obtaining in other departments. (Vide para 18 of Savings Banks rules and may be approved.

Vide Mysore Gazette page 575 of 19/7/17

(4)

(4) The proposals summarised in para 41 regarding the maintenance of registers and accounts and their submission in the new forms may also be approved.

8 E. Strict enforcement of existing rules and orders and the adoption of disciplinary measures.

This is dealt with in sections I & VII and also in paras 52, 54, 59 and 60. No remarks except as in the next para.

9 F. Inspection of District -- Forest Offices - , Paras 49-52.

This subject is a very important one. The proposals of Mr. Datta in para 52 are :-

(1) Abolition of the post of Forest Auditor.

(2) The Conservator should inspect annually each District Forest Office and one or two ranges in each District, every range being inspected by him at least once in three years.

(3) Inspection by District Forest Officers of each range office Koti and depot every year. And in addition,

(4) Local inspections by an account Officer.

The principle enunciated by

Mr. Datta

Mr. Datta ~~of~~ regarding the desirability of inspection on the spot in respect of the revenue outstandings, work expenditure and stock account of Forest Officers by an outside agency as in Madras has been accepted in many Civil Departments and in the Public Works Department may be adopted in respect of the Forest Department also.

This was recommended by Mr. Kiernander - Vide para 8. Chap. VI.

P.

B

The rules recently sanctioned by Government in respect of the inspection of Public Works Divisional Offices in Government Order No. Fl.7800-49-G.F.220-16-1 dated 22nd June 1917 may mutatis mutandis be adopted.

(2) C.

As a disciplinary measure the Comptroller may perhaps be asked as in the Public Works Department (Vide para 6 of Government Order No. F.L.7849-88-G.F.221-16-1 dated 23rd June 1917), to submit annually confidential reports on the conditions of accounts of each District Forest Office for the information of Government.

Recently govt. have decided, and the chief comt. has agreed to place the Civil Comt. auditor to work under the control of the asst. Comptr. in charge of the L.A.D. of the Complicities office; and Mr. Dallas proposal to abolish the appointment of the Separate Forest auditor under the Conservator may be approved. [illegible]

Refrd 6/10/18

Office of the Conservator of Forests in Mysore,
No. 1940 F.T. Bangalore dated the 31.8. 1917.

GEN. & REVENUE
21 SEP 1917

Dno 1462

From

M. G. Rama Rao Esq., B.A.,
Conservator of Forests.

To

B. Ramaswamaiya Esq., B.A., B.L.,
Secretary to Government,
Revenue Department,
Bangalore.

Sir,

With reference to your letter No.R.1389/F.T. dated the 8th instant, forwarding Mr. Datta's Note on Forest Accounts, for an expression of my views thereon, I have the honour to submit herewith a detailed note on the subject.

I have the honour to be,
Sir,
Your most obedient servant,

Conservator of Forests.

CONSERVATOR'S REMARKS ON MR. DATTA'S NOTE ON FOREST ACCOUNTS.

The system of Forest accounts now in vogue, not peculiar to Mysore.

The system of Forest - Accounts followed in Mysore is - not peculiar to it; it isacopy of the system in vogue all over - British India in general, and in - Madras,particular. It is needless to say that the provisions of the British India Forest Code are the outcome of the deliberations of - Experts, who have aimed at and - succeeded in providing a system of accounts which, while securing - efficient control over matters, - technical and monetary, afford due facilities for getting through - various operations under conditions peculiar to the Forest Department. A separate Chapter has been added to the Civil Account Code (Seventh - Edition) on Forest Accounts by - correction list No. 11 of the 15th October 1915. From this it is but reasonable to infer that the - Comptroller General would never - have allowed a place in the Civil Account Code for the provisions and the Account Forms contained in the Forest Departmental Code,if they - were defective and their application

in many a Province for the past - many years had not withstood the test by the Accountants General. Even in Mysore, the Committee - recently appointed by Government in connection with the Bangalore Range Defalcations were unanimous in - their opinion that the existing - system of accounting requires no - change.

Changes proposed by Mr. Datta affect only one of the three groups of Forest Accounts.

The Forest Accounts and Registers may be broadly divided - into the following three groups - with reference to the purposes they serve:-

(1) Accounts and Registers that are necessary to control the workings of the Forests on scientific lines.

(2) Ditto - required for - correct accounting of timber and other produce - felled, collected and disposed of (commonly known as stock accounts).

(3) Ditto - relating to - monetary transactions on account of the Demand, Collection and Balance relating to sales and leases and of the Expenditure under " Conservancy and works" and " Establishments ".

The changes advocated by Mr. Datta affect Group No. 3 only and may be summarised as follows:-

(a) Revision of Forest Forms Nos.

7. showing sales of timber - and other produce cut and collected by Government Agency.

9. showing revenue from timber and other produce cut and removed by consumers and purchasers.

(b) Revision of Cash Book - (Forest Form No. 20).

(c) Abolition of payment by cheques.

(d) the consequent abolition of a few existing forms.

(e) Introduction of new - registers.

(f) Miscellaneous.

Points at Issue.

The points at issue are (1) whether a change in the present system is called for, and (2) if so, whether the changes proposed by Mr. Datta are suitable and meet the - requirements of both the Accounts and Forest Departments.

The system of accounts is not responsible for either the -

incorrectness of the accounts prepared or for ~~its~~ their belated submission to the Audit offices. Mr. Datta's remarks in this connection are mostly, it is seen, based upon the accounts of the Bangalore District where, as rightly opined by the Special Committee referred to above, things - were not as they ought to be, - through lack of administrative - supervision, and mostly refer to - Audit or Comptroller's office. The inadequacy of staff is, I consider, mostly responsible for the unpunctuality in the submission of accounts

Revision of Forms.
Nos 7, 9 & 10.

As regards the revision of Forest Forms Nos. 7 & 9, Mr. Datta's ~~system~~ suggestion is to abolish the existing Form No. 10 (outstandings on account of Revenue) as a separate return and to amalgamate it with Forms 7 & 9 as revised by him. (vide appendices D & E to his Note). - The existing forms are considered by Mr. Datta to be defective as - Form No. 10 does not show from what date each amount shown as arrears has been outstanding nor the total amount actually over-due; While Forms 7 & 9 show the arrears and the recovery thereof in lump at - foot. Information on the former

point is being furnished in Form 10 as per circular instructions - issued by the Conservator, in some of the District Returns, while other means exist to know the total - amount over-due, if the information is, at any time, required; As there is a separate return to deal with each item of outstanding, abstract entries in Forms 7 & 9 would be more than ample. While discussing his Note on the Revision Scheme, and incidentaly about the unsuitableness of Forms Nos. 7 & 9 as revised by him, I requested - Mr. Datta to have a month's Divisional accounts compiled in the revised forms and as desired by him, spared for the purpose, the services of one of the accountants of my Office. As expected by me, this demonstration showed that - the proposed forms were more cumbrous with no corresponding - advantage and that the existing forms would serve the purpose very well. An addition of a separate column to the existing Form No. 10 to show the pendancy of the dues will meet Mr. Datta's objection on the point fully. I understand from the Accountant who compiled

the accounts in the revised forms under Mr. Datta's instructions - that having been convinced of the suitability of the existing Forms Nos. 7,9 & 10, Mr. Datta consented to their being retained unchanged. Under the circumstance, I do not think a detailed discussion of the relative merits of the existing and the proposed forms in question is called for.

His remark that no prompt action was taken to recover the - outstandings from Messrs Gundu Setty and Suraj Prasad, Sandal merchants and that consequently there was - loss of revenue to Government is not well-founded as the alleged loss - was due to concessions granted by Government, and not to any slackness on the part of the Department, in the matter of recovering the dues. Mr. Datta is not right in supposing that no persistent action is taken in this office in connection with the recovery of outstandings. In fact, the Department leaves no stone unturned to collect its dues promptly with the result that the percentage of bad debts is far less than that in any institutions run on quasi-commercial or commercial lines.

Revision of Cash Book unnecessary.

The question of revising the Cash book is a very important one. Every disburser in the - Forest Department is required to maintain a Cash book in Forest - Form No. 20, in which the records all transactions, as they occur - regarding Revenue, Expenditure and Deposits etc. The form is best suited to the needs of a quasi-commercial Department. In its - place, Mr. Datta proposes four - separate registers - one solely for receipts - (Revenue, Local cess, Deposits and cash recoveries of - advances), One for advances and Work-bills payable at Treasuries, one for advances and Work-bills - payable by imprest and one for - contingencies. All these items, as stated above find entries at present, in one place viz. in the cash book (Form No. 20). The change will not result in any - appreciable reduction of work and will, on the other hand, spread the items of transactions over four - separate Registers. Nothing of any value will be gained by revising the Cash Book, whereas the disadvantages following the Revision will obviously be not a few.

The cash book in its present form - is found to be useful and suitable - for the Forest Department - all over - British India, and it has been recognised as a standard Form by finding a place in the Civil Account Code. In Mysore as well, its usefulness and importance cannot too sufficiently be - appreciated. The entries referred to in Para 10 of Mr. Datta's Note are being recorded in the Cash Book, not - contrary to, but in accordance with - the Codal provisions and the Circular instructions of the Comptroller. - Opinions naturally differ, and what has been accepted as the correct ways of - accounting by other Accountants General is not viewed in the same light by Mr. Datta. From the practical experience I have gained during my long connexion with Forest Department, I can only say, that a double entry Cash Book is essentially required to satisfy the needs - of a Quasi- Commercial concern, like - that of a Forest Department, and that the Revision of the existing Form of - Cash Book and of the method of maintaining it, seem to be unnecessary. The - Classified Abstract is also essential for, besides forming a valuable record of reference, it facilitates the work - of Audit without necessitating laborious

task of wading through a mass of vouchers whenever statistics are required for Departmental purposes. Its usefulness is too great and I cannot agree to its abolition. - It is a Form in use in British India which gives facilities to the Conservator and the Audit Office to - find out at a glance what all works are being carried out and adjusted - under each Head. These facilities - do not exist at ~~a~~ all in the revised Form. In fact, the change - consists in making each entry on a - separate sheet of paper (Bill or - Voucher) instead of doing it serially under each Head in a Book Form as at present. This would only decrease - the work in the District Forest Office, while increasing the burden of the - Range Office in the shape of preparing three copies of Bills in place of one.

The suggestions made by Mr. Datta as regards the differentiation of "advances under objection " from - advances proper" - are good and if approved, Form No. 25 will be modified, so as to meet the requirements.

Revision of Leave Register.

The Form now in use as per Article 63 of The Forest Departmental Code has the advantage of showing at

at a glance, the delays in recoveries of items. The proposed Form is very cumbrous and little or no advantage - will be gained by its introduction. However, to meet the requirements of - Mr. Datta, it will be enough if instead of recoding the information in Column 2 as at present, separate columns are - provided in the existing Form, one to show the kind of produce and the other to note the order of sanction.

Registers of Buildings s rented etc.

Recoveries of rent are being recorded at present in Form No. I A - Vide section 13 Forest Departmental - Code). The change proposed is not - of an important nature. The existing Form will not be defective without the addition of the two columns now proposed.

S. B. Deposit Register.

Recoveries of Security Deposits are made by monthly deductions from - out of the pay of subordinates and not in a lump-sum. The proposed Form - seems to take no note of this fact - and is not therefore suited for the - purpose, as the amount under Column 6 will change every month.

Abolition of payments by cheques.

As regards the question of payment by cheques, it is to be stated that from an Accountant's point of view,

the change looks harmless, but, in fact, it is a matter which will affect adversely the various operations and make the lot of a Forest Officer unenviable, not to say of the monetary loss it may give an occassion to. The Public Works and the Forest Departments have little or nothing in common. The conditions under which the two Departments have got to work, and the kind and nature of the works expected of them, differ greatly. There could be no analogy between the two Departments worth its name, and for obvious reasons, I cannot bring myself to believe that what is good and workable in the Public Works Department , will be so, in the case of the Forest Department.

The work of the Forest Department lies in the Forests where the climatic conditions are a source of anxiety and not close to Towns and Cities as in the case of that of the Public Works Department. The difficulty of organising labour for Forest operations is very acute, and where the labour is required most in the major Districts, local labour is not much. In short, the Department depends partly upon foreign and partly upon local labour, to utilise which

uninterruptedly and without dislocating the programme of works - which, by the way, have to be undertaken - and ~~furnished~~ finished in particular seasons and consequently within a limited time, prompt payment, that too at the - doors of the workmen, is a sine - qua - non whatever may be the merits of - drawing funds from the Treasury on - work-bills etc., the process will - entail some delay, and in not a few cases, the personal attendance of the Contractors and workmen at the Treasury both of which, I am sure, will never be relished by them. To make the - system less inconvenient, large sums in the shape of impresta will have to be entrusted to subordinates in charge of Ranges. But I am not for fixing this heavy amount of imprest or in other words, the money to be permanently kept in his hands in excess of the - Security Deposit required to be furnished by him - and this limit would not be sufficient to meet the requirements of a Range in the Major Districts, without scaring away the labour and bringing - the operations to a stand still. The necessity for drawing funds from the Treasury by means of cheques - has long been recognized by all local Governments in British India, in consideration of the fact that any other -

system of financing a Forest Officer will result in a set back to the working of the Forest Department itself. It is more than probable that the abolition of cheque system may result in serious loss of Revenue and badly retard the progress of works. In this connection, I may be permitted to add that if at all we are erring, we are doing so in good company.

Introduction of new Registers and Returns.

The following are the Registers and Returns proposed to be added on to the existing list.

1. Register of Deposits.
2. Register of revenue yielding properties.
3. Do of Bills passed by the D.F.O.
4. Measurement Books.
5. Return of forest produce supplied to Government departments.
6. Progress report of sanctioned works.
7. Vendor's commission Bill forms.

As regards the Register of Deposits (Receipts and Repayments) it is to be stated that the introduction of the forms and procedure contained in the Civil Account Code seem to be more than the actual requirements of the Forest Department. The Bangalore Range defalcations disclosed some defects in this connection, and remedial measures

have already been taken in the matter. Deposits paid into Treasuries are not now returned to Forest Officers for repayment to the parties concerned, but are paid to them direct at the Treasuries alone. It is only under unavoidable circumstances, deposits are received in cash by Forest Officers - and in all such cases, the passing of a receipt in Form No.13 A to the depositors and the prompt remittance of the amount to the Treasury are insisted uopn. Such transactions are also being subjected to close scrutiny and check in District Forest Offices and by the Conservator when the accounts are inspected by him. With these safeguards, it is a question whether an elaborate accounting on the lines suggested by Mr. Datta is really necessary. A copy of the Form in use in the Bombay Presidency is enclosed for perusal. While serving the purpose fully, it is simple enoug to be maintained by a quasi-commercial Department. A more or less similar Form is in use in Mysore and it only requires to be codified.

Register of Revenue Yielding Properties.

This seems to be unnecessary. The Revenue yielding properties that belong to the Department are chiefly State Forests, and reserved lands.

A Register of these is being maintained as per Section 42 (ii) of the Forest Departmental Code. Plans of Operations and Forest Journals serve the purpose which the new Register aims at.

Register of Bills passed by the District Forest Officer.

This will not be necessary, if the system of payments by cheques is not, for the reasons set forth elsewhere, abolished.

Measurement Books.

Measures have already been taken to introduce measurement books and if approved, needful Provisions will be made in the Forest Departmental Code.

Return of Forest Produce supplied to Government Departments.

Foils of the bills rendered to the Departments served are being maintained. The transactions find a place in the Cash Book and in the Sale Returns. The necessity for a separate Register is not apparent.

P

Progress Report of Sanctioned Works.

As per Codal Provision, copies of Forest Form No. 28 will have to be furnished in connexion with the charges adjusted in accounts of sanctioned works. In practice, these are not invariably recovered from Disbursers. The Progress Report proposed by Mr. Datta will serve as an additional check and may be introduced.

Commission Bill Forms (Vendors)

The system of paying commission to vendors on preaudited bills has already been introduced in the Bangalore District. It may be extended to other Districts as well.

A. Abolition of Certain Forms etc.

The following have been proposed to be abolished:-

(a) Forest Form No. 16 (Application of letter of credit.)
(b) " 17(List of credits required.)

(c)

(c) Forest Form No 18.(Account Current)

(d) - Do - 19(Register of Cheques)
(Cash Balance)

(e) - Do - [illegible] Account
19 (A) [illegible].)

(f) - Do - 27(Schedule of Forest remittances)

(g) - Do - 30 (Summary of Revenue and Expenditure)

(h) Plan of Operations in The Minor Districts.

Forms A to G. have direct bearing on the Cash Book in the existing Form and on the system of payments by cheques. These questions have been discussed in detail elsewhere, and the Forms can only be abolished, if the proposed changes - which as I have shown to be unsuitable- are adopted. As regards the Plan of Operations, I can ill afford to do away with it , as it is a great help in - controlling the progress of Works and Revenue Realisations.

Miscellaneous.

The question of getting the - Forest Accounts audited, has been dealt with in detail in my letter No U. O. 35 Dated 18. 5. 1916. The abolition of the - Forest Auditor's post is not possible. It is, indeed, a misnomer to call the Accountant who is helping the Conservator in his Inspection of Departmental Accounts an Auditor. A kind Perusal of G.O. No. R 426-8 / F-126-06-2 Dated 17.7.1907, will show that his appointment was sanctioned to streng-

strengthen

strengthen the Account staff of my office to help the Conservator in conducting periodical inspections of Divisional Forest Offices etc. - In connexion with the Reorganisation Scheme, I discussed the point with Mr. Datta and in 5/ Para of his Note, he has consented to the retention of the hand on my Establishment and it is left to Government to change if necessary - the designation of an Auditor.

In connexion with the question of obtaining the certificate of Credit on the Vendors' " F " Registers, I have only to invite attention to my letter No.2630 Dated 8. 9. 1916, and to state that I recommended the introduction of pass book system to avoid bringing into use two registers simultaneously to enable the record of transactions as they occur daily when one of the Registers is taken to the Treasury. The necessity for making the - Vendors' Account complete by themselves for the purpose of check has already been brought to notice by me and the change may be adopted either as proposed by me by the introduction of - Pass-Book System or as suggested by Mr. Datta by obtaining credit certificates in the ~~Forest~~ 7 Register.

It is proposed that the copying work could be reduced by the use of Carbon Paper. Advantage of this can as well

well be taken by retaining the present Forms; the use of ~~the~~ Carbon paper will be tried in a few offices before expressing an opinion as to its suitability or otherwise.

Since the abolition of Cheque System is not desirable for the reasons stated elsewhere, the procedure now in force relating to drawing and Accounting of funds for pay, Travelling Allowance and contingencies may continue as heretofore- in as much as, it is a safer system than the one proposed.

Conclusion.

From the above paragraphs it is clear that the system of Accounts is not faulty in the main. It is analogous to the system obtaining in British India which has successfully stood the test of time. The omissions and defects pointed out by Mr. Datta, based as they are, particularly on the Bangalore District Accounts which were not up to the mark as is known to Government, do not practically occur in the Accounts - maintained in the other Districts. Even granting that certain defects do exist, they are not to my mind of such importance as to demand a radical change - in the system of Accounting.

The abolition of the Cheque

system

system has been the main theme of Mr. Datta's Note. Prompt payment is one of the essential conditions of all successful commercial concerns and any change involving a delay in payment cannot but be disastrous, especially in a Department where the scene of its labours is mostly in remote Forest tracts. The chief evil sought to be remedied by the proposed changes is the heavy advancing of money towards works. Advancing of funds is a necessary evil so long as the necessity for conducting operations through Departmental Agency continues, conditions in Mysore are more pronounced than elsewhere, for the simple reason that the operations by Departmental Agency are more extensive, hampered as ~~it is~~ they are, on all sides, by dearth of labour. Private enterprise is very limited and its operations are, as a rule, confined to easily accesible parts. Advances, no doubt, could to a great extent be effectively controlled and in order to achieve this end, thd curtailment of the territorial jurisdiction of the Ranges rather than the abolition of the cheque system is urgently called for. As the Ranges are unwieldy at present, covering as they do large areas it is not practicable to inspect the works promptly and to make final payments and adjustments by the Range Officers with

with the result that the amounts - spent will, of necessity, continue to be exhibited as " Advances" in the Accounts. This simple fact accounts for the heaviness of the advances, which has attracted Mr. Datta's notice. As a matter of fact, they represent mostly the value of of work done but not inspected and adjusted finally for want of time. - The increase in the strength of the - executive and other staffs combined - with the curtailment of Range areas - will solve the Problem more easily - and satisfactorily, for then, the staff can attend more promptly to inspection work and to final payments; this - would minimise the necessity for advances, with these ends in view, I have already submitted proposals for readjustment of Range jurisdictions and for a consequential increase of Establishments. These, if sanctioned, would afford the best solution for almost all the defects sought to be rectified by Mr. Datta - with the exception of a few minor - alterations referred to in the foregoing paragraphs. It is my conviction that the existing system of accounting so Universally adopted and found by experience to be so well suited for our every day requirements, does not require to be replaced or remodelled.

Conservator of forests

FOREST DEPARTMENT MYSORE.

Register of Deposits received on account of Forest Contracts in the .....Range - during .....

Serial No.	Cash Book credit Item No.	Date of entry in cash book	Name and residence of Depositor	Name of Forest and nature of contract.	Amount of Deposit.
1.	2.	3.	4.	5.	6.
		Remarks - giving number and date of bill under which Deposit was refunded and amount of the fines if any, recovered.			

2. Memo of points for orders with notes thereon.to facilitate discussion.

(1) Forest accounts.

(a) The points for orders are summarised in para X. of Mr.Datta's summary - page 2 of the notes.

(b) An analysis of the several points for orders has also been prepared by the Assistant Secretary Branch II.

(c) The Financial Secretary generally agrees with the Special Officer.

(d) The Conservator does not agree ~~with~~ on the following points :-

Important.

P. 29-33. (i) Abolition of the system of payment by cheques as recently adopted in the Public Works Department and re-introduction of the payment by bills in treasuries with consequential changes in the forms of registers and accounts.

P. 10-12. (ii) Change in the form of cash book abstract and abolition of classified abstract.

Minor.

(iii) Change in the form of deposit registers

(a) Savings Bank Deposits.
(b) Other deposits.

11 (iv) Return for transfer adjustments :

25-26 (v) Registers of leases and of revenue yielding property.

There is ~~practical~~ general agreement between the Conservator and the Special Officer practically in all other matters.

Page 9 E. not.

(i) 3, 10, 19

(ii) 7 (a) 10.

(iii) (b) 11

(iv) 15

(v) 9, 14.

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Office of the Conservator of Forests in Mysore,

No. 2021. Dated Bangalore, 18 September 1917.

E/Report.

From

M.G. Rama Rao, Esquire, B.A.,

Conservator of Forests in Mysore.

To

Rajamantrapravina Diwan Bahadur

J.S. Chakravarti, Esquire, M.A., F.R.A.S.,

Financial Secretary to the Government of

His Highness the Maharaja of Mysore.

Sir,

With reference to your Fl.U.O.No.455-17 dated 10th. August 1917, forwarding for my remarks and opinion, Mr. Datta's note on Forest accounts together with a copy of your office note thereon, I have the honour to forward herewith a copy of my note sent to the Revenue Secretary in the matter. The following are the points which have not been dealt with therein and on which definite proposals are called for:-

(1) Particulars to be furnished in the quarterly D.C.B. statement to be submitted to Government(Vide Para 4A iv of your office note).

(2) Half-yearly and yearly verification of stock and tools and plant and submission of periodical returns as in the P.W.D. (vide para 6 C of the note) and,

(3) Overhauling the outstanding items of advances by the entertainment of suitable Temporary Establishment (vide para 7 D (2) of the note)

With regard to the first point, Mr. Datta thinks that the Form in which the D.C.B. Statement is now being submitted to Conservator and to Government is defective, in as much as, it does not show details as to persons and the dates from which each item of arrears is outstanding which he considers most important in order to exercise an effective check over the recovery of arrears of revenue. It will be seen from the accompanying note that Form No. 10 would serve this purpose admirably with an additional column to show the pendency of each item. If particulars of persons and the dates from which each item is outstanding are to be furnished in the statement to be submitted to Government, it will be nearly a consolidated copy of each District return. As each item of outstandings under-goes thorough scrutiny in my office month after month, a similar check by Government (once every quarter appears to me to be superfluous. The exclusion of items below Rs. 500/- and of those less than three or six months old as suggested by you will neither minimise the work nor make the return less bulky. The preparation and submission of the D.C.B. Statement in the new form for the last two quarters has shown that the present form is so elaborate, as to entail extra work in the District Forest offices and in the Conservator's office. The object aimed at by Government is apparently to get information as to how much of the balance shown in the statement is actually overdue and how much of it falls due in subsequent quarters. The present form, if slightly modified, will not only reduce the compilation work, but will give the required statistics for the Government to review the return. Beyond this, no other change is, in my opinion, necessary. As regards the second point, attention is invited to para 6 of G.O.No.R.9737-2 Ft. 189-15-8 dated 20.3.17. As required therein, necessary action has already been taken in the matter. I have no objection to codify the circular instructions issued on the subject, and if approved, necessary addenda to the Forest Department Code, will be

Mr. Datta agrees vide attd. slip.

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submitted. As regards tools and plant, though no register is prescribed in the Code for the daily record of receipts and issues, the Conservator has prescribed one since 1909 and this may be codified. The preparation of such elaborate returns as are in use in the P.W.D. and their monthly submi-ssion do not seem to be necessary as the number of tools etc. belonging to the Department is comparatively very small. The certificate of counting may, however, be inserted in Form No.14 itself as suggested by Mr. Datta.

As regards the third and last point, Mr. Datta says that the large differences now existing between the Range and the District ledgers and between the latter and the Comptroller's books should be reconciled once for all by the appointment of special Temporary Establishment. This suggestion is good and may be given effect to. In this connection, I have, however, to state that as a result of check exercised in my office on the District and Range ledgers (Form 25), the differences have been traced out and reconciliations already effected in some of the Ranges of the Maidan Districts. This important work is receiving attention and would have been brought to a completion long back, but for the insufficiency of the clerical staff. Temporary Establishment will be necessary to get through the work earlier, and I think that the services of six hands for a period of at least 6 months are necessary for the purpose as detailed in the margin.

(a) 3 for the three major Districts of Mysore West, Shimoga and Kadur.
(b) 2 for the other Districts and
(c) 1 for the Conservator's office.

I have the honour to be,

Sir,

Your most obedient servant,

Conservator of Forests.

Y.V.R.

CONSERVATOR'S REMARKS ON MR. DATTA'S NOTE ON FOREST ACCOUNTS.

The system of Forest accounts now in vogue not peculiar to Mysore.

The system of Forest - Accounts followed in Mysore is - not peculiar to it; it is copy of the system in vogue all over - British India in general and in - Madras particular. It is needless to say that the provisions of the British India Forest Code are the outcome of the deliberations of - Experts, who have aimed at and - succeeded in providing a system of accounts which, while securing - efficient control over matters, - technical and monetary, afford due facilities for getting through - various operations under conditions peculiar to the Forest Department. A separate Chapter has been added to the Civil Account Code (Seventh - Edition) on Forest Accounts by - correction list No. 11 of the 15th October 1915. From this it is but reasonable to infer that the - Comptroller General would never - have allowed a place in the Civil Account Code for the provisions and the Account Forms contained in the Forest Departmental Code if they - were defective and their application

in many a Province for the past - many years had not withstood the test by the Accountants General. Even in Mysore, the Committee - recently appointed by Government in connection with the Bangalore Range Defalcations were unanimous in - their opinion that the existing - system of accounting require no - change.

Vide E in file 46/14.

Changes proposed by Mr. Datta affect only one of the three groups of Forest Accounts.

Note (3)

The Forest Accounts and Registers may be broadly divided - into the following three groups - with reference to the purposes they serve.

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(3) Ditto - relating to - monitary transactions on account of the Demand, Collection and Balance relating to sales and leases and of the Expenditure under " Conservancy and works" and " Establishments ".

The changes advocated By Mr. Datta affect Group No. 3 only and may be summarised as follows:-

(a) Revision of Forest Forms Nos.

7. showing sales of timber - and other produce cut and collected by Government Agency.

Cancelled

9. showing revenue from timber and other produce cut and removed by consumers and purchasers.

P. 10.

(b) Revision of Cash Book - (Forest Form No. 20).

P. 29.

(c) Abolition of payment by cheques.

P. 41.

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(e) Introduction of new - registers.

(f) Miscellaneous.

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The system of accounts is not responsible for either the -

incorrectness of the accounts prepared or for ~~its~~ their belated submission to the Audit offices. Mr. Datta's remarks in this connection are mostly it is seen, based upon the accounts of the Bangalore District where, as rightly opined by the Special Committee referred to above, things - were not as they ought to be, - through lack of administrative - supervision and mostly refer to - Audit or Comptroller's office. The inadequacy of staff is I consider mostly responsible for the unpunctuality in the submission of accounts

Revision of Forms. Nos 7, 9 & 10.

Cancelled. Mr. Datta and the Committee are in agreement. No change in Forms 7 & 9. Add Column in Form No 10

As regards the revision of Forest Forms Nos. 7 & 9, Mr. Datta's ~~system~~ suggestion is to abolish the existing Form No. 10 (outstanding on account of Revenue) as a separate return and to amalgamate it with Forms 7 & 9 as revised by him. (vide appendices D & E to his Note). - The existing forms are condidered by Mr. Datta to be defective as - Form No. 10 does not show from what date each amount shown as arrears has been outstanding nor a the total amount actually over due. While Forms 7 & 9 show the arrears and the recovery thereof in lump at - foot. Information on the former

point is being furnished in Form 10 as per circular instructions - issued by the Conservator, in some of the District Returns while other means exist to know the total - amount over due, if the information is, at any time, required; As there is a separate return to deal with each item of outstanding, abstract entries in Forms 7 & 9 would be more than ample. While discussing his Note on the Revision Scheme, and incidentaly about the unsuitableness of Forms Nos. 7 & 9 as revised by him, I requested - Mr. Datta to have a month's Divisional accounts compiled in the revised forms and as desired by him, spared for the purpose the services of one of the accountants of my Office. As expected by me, this demonstration showed that - the proposed forms were more cumbrous with no corresponding - advantage and that the existing forms would serve the purpose very well. An addition of a separate column to the existing Form No. 10 to show the pendancy of the dues will meet Mr. Datta's objection on the point fully. I understand from the Accountant who compiled

the accounts in the revised forms under Mr. Datta's instructions - that having been convinced of the suitability of the existing Forms Nos. 7,8 & 10, Mr. Datta consented to their being retained unchanged. Under the circumstance, I do not think a detailed discussion of the relative merits of the existing and the proposed forms in question is called for.

His remark that no prompt action was taken to recover the - outstandings from Messrs Gundu Setty and Suraj Prasad, Sandal merchants and that consequently there was - loss of revenue to Government is not well founded as the alleged loss - was due to concessions granted by Government, and not to any slackness on the part of the Department, in the matter of recovering the dues. Mr. Datta is not right in supposing that no persistent action is taken in this office in connection with the recovery of outstandings. In fact, the Department leaves no stone unturned to collect its dues promptly with the result that the percentage of bad debts is far less than that in any institutions run on quasi-commercial or commercial lines.

Revision of Cash Book unnecessary.

The question of revising the Cash book is a very important one. Every disburser in the - Forest Department is required to maintain a Cash book in Forest - Form No. 20, in which the records all transactions, as they occur - regarding Revenue, Expenditure and Deposits etc. The form is best suited to the need of a quasi-commercial Department. In its - place, Mr. Datta proposes four - separate registers - one solely for receipts - (Revenue, Local cess, Deposits and cash recoveries of - advances). One for advances and Work-bills payable at Treasuries, one for advances and Work-bills - payable by imprest and one for - contingencies. All these items, as stated above find entries at present, in one place viz. in the cash book (Form No. 20). The change will not result in any - appreciable reduction of work and will, on the other hand spread the items of transactions over four - separate Registers. Nothing of any value will be gained by revising the Cash Book whereas the disadvantages following the Revision will obviously be not a few.

The cash book in its present form - is found to be useful and suitable - for the Forest Department - all over - British India, and it has been recognised as a standard Form by finding a place in the Civil Account Code. In Mysore as well, its usefulness and importance cannot too sufficiently be - appreciated. The entries referred to in Para 10 of Mr. Datta's Note are being recorded in the Cash Book, not - contrary to, but in accordance with - the Codal provisions and the Circular instructions of the Comptroller. - Opinion naturally differ, and what has been accepted as the correct ways of - accounting by other Accountants General is not viewed in the same light by Mr. Datta. From the practical experience I have gained during my long connexion with Forest Department, I can only say, that a double entry Cash Book is essentially required to satisfy the needs - of a Quasi- Commercial concern, like - that of a Forest Department, and that the Revision of the existing Form of - Cash Book and of the method of maintaining it seem to be unnecessary. The - Classified Abstract is also essential for, besides forming a valuable record of reference, it facilitates the work - of Audit without necessitating laborious

Point No. (2) for orders. → P.D.

task of wading through a mass of vouchers whenever statistics are required for Departmental purposes. Its usefulness is too great and I cannot agree to its abolition. - It is a Form in use in British India which gives facilities to the Conservator and the Audit Office to - find out at a glance what all works are being carried out and adjusted - under each Head. These facilities - do not exist at at all in the revised Form. In fact the change - consists in making each entry on a - separate sheet of paper (Bill or - Voucher) instead of doing it serially under each Head in a Book Form as at present. This would only decrease - the work in the District Forest Office while increasing the burden of the - Range Office in the shape of preparing three copies of Bills in place of one.

The suggestions made by Mr. Datta as regards the differentiation of "advances under objection " from - "advances proper" - or good and if approved, Form No. 25 will be modified, so as to meet the requirements.

Revision of League Register.

The Form now in use as per Article 63 of The Forest Departmental Code has the advantage of showing at

at a glance, the delays in recoveries of items. The proposed Form is very cumbrous and little or no advantage will be gained by its introduction. However to meet the requirements of Mr. Datta, it will be enough if instead of recoding the information in Column 2 as at present, separate columns are provided in the existing Form, one to show the kind of produce and the other to note the order of sanction.

Registers of Buildings rented etc.

Recoveries of rent are being recorded at present in Form No. I A - Vide section 13 Forest Departmental Code). The change proposed is not of an important nature. The existing Form will not be defective without the addition of the two columns now proposed.

S. B. Deposit Register.

Recoveries of Security Deposits are made by monthly deductions from out of the pay of subordinates and not in a lump sum. The proposed Form seems to take no note of this fact and is not therefore suited for the purpose, as the amount under Column 6 will change every month.

Abolition of payments by cheques.

As regards the question of payment by cheques it is to be stated that from an Accountant's point of view

the change looks harmless, but, in fact, it is a matter which will affect adversely the various operations and make the lot of a Forest Officer unenviable, not to say of the monetary loss it may give an occasion to. The Public Works and the Forest Departments have little or nothing in common. The conditions under which the two Departments have got to work, and the kind and nature of the works expected of them, differ greatly. There could be no analogy between the two Departments worth its name, and for obvious reasons I cannot bring myself to believe that what is good and workable in the Public Works Department, will be so in the case of the Forest Department.

The work of the Derest Department lies in the Forests where the climatic conditions are a source of anxiety and not close to Towns and that of Cities as in the case of the Public Works Department. The difficulty of organising labour for Forest operations is very acute, and where the labour is required most in the major Districts, local labour is not much. In short, the Department depends partly upon foreign and partly upon local labour, to utilise which good-

uninterruptedly and without dislocating the programme of works - which, by the way, have to be undertaken - and ~~furnished~~ finished in particular seasons and consequently within a limited time prompt payment, that too at the - doors of the workmen, is a sine - qua - non whatever may be the merits of - drawing funds from the Treasury on - work-bills etc., the process will - entail some delay, and in not a few cases, the personal attendance of the Contractors and workmen at the Treasury both of which, I am sure, will never be relished by them. To make the - system less inconvenient, large sums in the shape of imprests will have to be entrusted to subordinates in charge of Ranges. But I am not for fixing this heavy amount of imprest or in other words the money to be permanently kept in his hands in excess of the - Security Deposit required to be furnish by him - and this limit would not be sufficient to meet the requirements of a Range in the Major Districts, withou scoring away the labour and bringing the operations to a stand still. The necessity for drawing funds from the Treasury by means of cheques - has l been recognized by all local Governments in British India, in consider tion of the fact that any other

system of financing a Forest Officer will result in a set back to the working of the Forest Department itself. It is more than probable that the abolition of cheque system may result in serious loss of Revenue and badly retard the progress of works. In this connection I may be permitted to add that if at all we are erring we are doing so in good company.

Introduction of new Registers and Returns.

The following are the Registers and Returns proposed to be added on to the existing list.

1. Register of Deposits.
2. Register of revenue yielding properties.
3. Do of Bills passed by the D.F.O.
4. Measurement Books.
5. Retirn of forest produce supplied to Government departments.
6. Progress report of sanctioned works.
7. Vendor's commission Bill forms.

As regards the Register of Deposits (Receipts and Repayments) it is to be stated that the introduction of the forms and procedure contained in the Civil Account Code seem to be more than the actual requirements of the Forest Depattment. The Bangalore Range defalcations disclosed some defects in this connection, and remedial measures

have already been taken in the matter. Deposits paid into Treasuries are not - now returned to Forest Officers for repayment to the parties concerned,but are paid to them direct at the Treasuries - alone. It is only under unavoidable circumstances deposits are received in cash by Forest Officers - and in all such - cases,the passing of a receipt in Form No.13 A to the depositors and the prompt remittance of the amount to the Treasury are insisted uopn. Such transactions are also being subjected to close scrutiny and check in District Forest Offices and by the Conservator when the accounts are inspected by him. With those safeguards,it is a question whether an elaborate accounting on the lines suggested by Mr. Datta is really necessary. A copy of the Form in use in the Bombay Presidency is enclosed for perusal. While serving the purpose fully,it is simple enough to be maintained by a quasi commercial - Department. A more or less similar Form is in use in Mysore and it only requires to be codified.

Register of Revenue Yielding Properties.

This seems to be unnecessary. The Revenue yielding properties - that belong to the Department are chiefly State Forests, and reserved lands.

A Register of these is being maintained as per Section 42 (ii) of the - Forest Departmental Code. Plans of - Operations and Forest Journals serve the purpose which the new Register - aims at.

Register of Bills passed by the District Forest Officer.

This will not be -- necessary if the system of paymonts by cheques is not, for the reasons - set forth elsewhere, abolished.

Measurement Books.

P. 39.

Measures have already been taken to introduce measurement books and if approved, needful Provisions - will be made in the Forest Departmental Code.

Return of Forest Produce supplied to Government Departments.

Point No. 4 for orders - Mr. Datta proposes that they should not have the Cash Book

P. 11.

Foils of the bills rendered to the Departments served are being - maintained. The transactions find a - place in the Cash Book and in the Sale Returns. The necessity for a separate Register is not apparent.

Progress Report of Sanctioned Works.

P. 38.

As per Codal Provision, copies of Forest Form No. 28 will have to be furnished in connexion with the charges adjusted in accounts of sanctioned works. In practice these are not invariably - recovered from Disbursers. The Progress Report proposed by Mr. Datta will serve as an additional check and may be introduced.

Commission Bill Forms (Vendors)

P. 28.

The system of paying commission to vendors on preaudited bills - has already been introduced in the Bangalore District. It may be extended to other Districts as well.

A. Abolition of Certain Forms etc.

The following have been proposed to be abolished:-

(a) Forest Form No. 16 (Application of letter of credit.)
(b) " 17(List of - credits required.)

(c)

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(c) Forest Form No 18.(Account Current)

(d) - Do - 19(Register of Cheques) (Cash Balance)

(e) - Do - 19 (A) ~~[illegible]~~ ~~[illegible]~~.)

(f) - Do - 27(Schedule of Forest remittances)

(g) - Do - 30 (Summary of Revenue and Expenditure)

(h) Plan of Operations in The Minor Districts.

Forms A to G. have direct bearing on the Cash Book in the existing Form and on the system of payments by cheques. These questions have been discussed in detail elsewhere, and the Forms can only be abolished if the proposed changes - which as I have shown to be unsuitable- are adopted. As regards the Plan of Operations, I can ill afford to do away with it , as it is a great help in - controlling the progress of Works and Revenue Realisations.

Paint-not for [illegible]

[illegible] Mr. Dutton [illegible] [illegible] abolition - page 16

Miscellaneous.

The question of getting the - Forest Accounts audited, has been dealt with in detail in my letter No U.O. 35 Dated 18.5.16. The abolition of the - Forest Auditor's post is not possible. It is, indeed, a misnomer to call the Accountant who is helping the Conservator in his Inspection of Departmental Accounts an Auditor. A kind Perusal of G.O. No. R426-8 / H 126-06-2 Dated 17.7.07 will show that his appointment was sanctioned to streng-

Flag Z. File H63/14

Perusal

Flag Y

strengthen

strengthen the Account staff of my office to help the Conservator in conducting periodical inspections of Divisional Forest Offices etc. - In connexion with the Reorganisation Scheme, I discussed the point with Mr. Datta and in Para 51 of his Note on the reorganisation he proposed has consented to the retention of the hand on my Establishment and it is left to Government to change if necessary - the designation of an Auditor.

In connexion with the question of obtaining the certificate of Credit on the Vendors' " F " Registers I have only to invite attention to my letter No. 2630 Dated 8·9·16. , and to state that I recommended the introduction of pass book system to avoid bringing into use two registers simultaneously to enable the record of transactions as they occur daily when one of the Registers is taken to the Treasury. The necessity for making the - Vendors' Account complete by themselves for the purpose of check has already been brought to notice by me and the change may be adopted either as proposed by me by the introduction of - Pass-Book System or as suggested by Mr. Datta by obtaining credit certificates in the "F" Register.

It is proposed that the copying work could be reduced by the use of Carbon Paper. Advantage of this can as

well be taken by retaining the present Forms; the use of ~~the~~ Carbon paper will be tried in a few offices before expressing an opinion as to its suitability or otherwise.

Since the abolition of Cheque System is not desirable for the reasons stated elsewhere, the procedure now in force relating to drawing and Accounting of funds for pay, Travelling Allowance and contingencies may continue as hereto fore- in as much as it is a safer system than the one proposed.

Conclusion.

From the above paragraphs it is clear that the system of Accounts is not faulty in the main. It is analogous to the system obtaining in British India which has successfully stood the test of time. The omissions and defects pointed out by Mr. Datta based as they are, particularly on the Bangalore District Accounts which were not up to the mark as is known to Government, do not practically occur in the Accounts - maintained in the other Districts. Even granting that certain defects do exist they are not to my mind of such importance as to demand a radical change - in the system of Accounting.

The abolition of the Cheque system

A. system has been the main theme of Mr. Datta's Note. Prompt payment is one of the essential conditions of all successful commercial concerns and any change involving a delay in payment cannot but be disastrous especially in a Department where the scene of its labours lies mostly in remote Forest tracts. The chief evil sought to be remedied by the proposed changes is the heavy advancing of money towards works. Advancing of funds is a necessary evil so long as the necessity for conducting operations through Departmental Agency continues conditions in Mysore are more pronounced than elsewhere for the simple reason that the operations by Departmental Agency are more extensive hampered as ~~it is~~ they are, on all sides, by dearth of labour. Private enterprise is very limited and its operations are as a rule confined to easily accesible parts. Advances, no doubt, could to a great extent be effectively controlled and in order to achieve this end, the curtailment of the territorial jurisdiction of the Ranges rather than the abolition of the cheque system is urgently called for. As the Ranges are unwieldy at present, covering as they do, large areas it is not practicable to inspect the works promptly and to make final payments and adjustments by the Range Officers -

p. 32

Admitting a perfect [illegible]

with

57

with the result that the amounts - spent will, of necessity, continue to be exhibited as " Advances" in the Accounts. This simple fact accounts for the heaviness of the advances, which has attracted Mr. Datta's notice. As a matter of fact they represent mostly the value of of work done but not inspected and adjusted finally for want of time. - The increase in the strength of the - executive and other staffs combined - with the curtailment of Range areas - will solve the Problem more easily - and satisfactorily for then, the staff can attend more promptly to inspection work and to final payments; this - would minimise the necessity for advances, with these ends in view, I have already submitted proposals for readjustment of Range jurisdictions and for a consequential increase of Establishments These, if sanctioned, would afford the best solution for almost all the defects sought to be rectified by Mr. Datta - with the exception of a few minor - alterations referred to in the foregoing paragraphs. It is my conviction that the existing system of accounting so Universally adopted and found by experience to be so well suited for our every day requirements, does not require to be replaced or remodelled.

P. 43

13

Conservator of forests

FOREST DEPARTMENT MYSORE.

Register of Deposits received on account of Forest Contracts in the .....Range - during .....

Serial No.	Cash Book credit Item No.	Date of entry in cash book	Name and residence of Depositor	Name of Forest and nature of contract.	Amount of Deposit.
1.	2.	3.	4.	5.	6.
		Remarks - giving number and date of bill under which Deposit was refunded and amount of the - fines if any, recovered.			
			Σ.		

G.R.S. III—3]

Routine Notes.

Ft. 82-17

[To be used only for notes, requisitions, etc., not intended for permanent record.]

81.1

D. No. 1688.

From the Conservator of Forests, No. 2224 of 10.9.1917.

Forwards a copy of the circular instructions issued to the District Forest officers regarding the half-yearly inspection of sade depots by the Range officers.

This may be filed after perusal.

Subd. Secy.

17/9

17.9.17

B/

22.9.17

22/9

21.9

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

GEN. & REV. SECRETARIAT
I
REVENUE.
11 SEP 1917

60

Office of the Conservator of Forests in Mysore,

No. 2224 E1. Bangalore, Dated, 10th September 1917.

From

M. G. Rama Rao, Esquire, B. A.,
Conservator of Forests in Mysore,
B a n g a l o r e.

To

B. Ramaswamayya, Esquire, B. A. B. L.,
Secretary to Government,
Revenue Department,
B a n g a l o r e.

S i r,

Adverting to para 6 of Government Order No. R. 9727 - 2 Ft. 189 - 15 - 8 of the 20th March 1917, I have the honor to forward herewith as desired, a copy of the circular instructions issued to the District Forest Officers regarding the half - yearly inspection of - Sale Depots by the Range Officers.

I have the honor to be,

S i r,

Your most obedient servant,

Conservator of Forests.

Office of the Conservator of Forests in Mysore, 61

No. Bangalore, dated the 1917.

.....

Circular. Enc to 82-17-1.

Instances having come to notice, that for want of a definite ruling on the subject of the Range officers having shirked their responsibility for the correctness of the stock and the proper maintenance of accounts in respect of timber sale depots situtated within their jurisdiction and in account with them whether managed by a commission agent or a Forest subordinate, resulting not infrequently in the loss of valuable stock of timber and revenue to Government, it is hereby directed that in future the Range officers should personnally check in detail the stock and the accounts of each sale depot every six months and report the result to the Conservator of Forests through the respective District Forest Officers in the form prescribed in App. V. to the Forest Departmental code. This detailed examination of stock and accounts by the Range officers should by no means be regarded as absolving the responsibility of the District Forest Officers in respect of the half yearly inspections enjoined upon them by article 178 of the Forest code which should be strictly adhered to.

The District Forest Officers will be solely responsible for the correctness of stock and accounts of the Mysore wood-yard and the Shimoga Depot which are now under their direct supervision and will continue to remain as such. The periodical inspections of the Range officers being thus intended to supplement those of the District Forest Officers, the Depot accounts will have the advantage of a double check once by the Range officers and again by the District Forest Officers and will enable the former, to trace out irregularities if any, and take prompt steps to set them right, without having to wait for the communication of the results of the inspections by the District Forest Officers.

Further whenever a Range officer, visits a place, other than his head-quarters where a Government sale depot is located he should roughly verify the stock and carefully check the sales conducted since his last visit or detailed inspection and note the results in his weekly diaries or explain the reason for the omission. Failure on the part of the Range Officers to attend to this important work should be met by the Disallowance of Travelling allowance for halts at such places. The stock and the Accounts connected with the Depots situated at Range Head Quarters should be frequently checked by the Range Officers during their stay at Head Quarters and the results noted similarly in their diaries.

Sd/- M. G. Rama Rao
Conservator of Forests.

.....

Copy is forwarded to the District Forest Officers of all Districts through the Deputy Commissioner for communication to the Range Officers for strict guidance.

Sd/. M. G. Rama Rao

Conservator of Forests.

Copy

[illegible]

Conservator of Forests.

9 : 753

87. 55/17/3.

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

A copy of Mr. Datta's letter No. 162, dated the 26th September 1917, with an addendum and corrigendum to his note on the 'the Reform of Forest Accounts' is forwarded to Assistant Secretary, Branch II, for working up the case in accordance with the instructions laid down in Official Memorandum dated the 30th April 1917.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

Addendum and Corrigendum to the note on the "Reform of Forest Accounts"

For para 24 substitute the following:-

The chief defect in the forms is that the outstandings are shown in lump at foot of Forms 7 and 9 and that there is confusion in posting, the recoveries due to some items (those relating to previous months demands) having to be entered in Form 10 direct and others in Form 7 or 9 as the case may be. There is also no column, as already stated to show the month from which each item is outstanding. I do not however recommend any material change of the forms as some extra work would be involved in detailing all the items in Forms 9 and 7 and abolishing Form 10 and as the total quantities of each kind of logs and other Forest produce cannot then be readily made out in order to verify the disposals (by sales) shown in Form No: 6. All that is necessary is to enlarge Form 10 by the addition of a column for 'month', so as to enable the Conservator of Forests and Government to make a proper review of the outstandings with reference to their duration and amount and direct proper steps to be taken for their recovery. The quarterly report to Government should also give similar information. The registers in forms 4 to 10 may be bound at one end instead of in the midile and the alternate sheets perforated, so that by means of carbon paper, a second copy may be had ready along with the original. This will save much of the copying work that is now being done.

Changes proposed

Appendices D and E may be cancelled

To be added at the end of para 41

" On reconsideration, I think that instead of bills being prepared in triplicate, the Range Officer might be required

required to prepare them in duplicate and maintain a regiotor of bills payable at treasuries, in which the bills prepared should be entered in order, as submitted to the District Forest Officor#. This register will facilitate reference and enable one to find out at a glance what all works have been paid for and what the total progress of outlay in each range is. The District Forest Officer will post the bill in his register of bills, pass the orig.l bill for payment at the treasury and send the duplicate to the Conservator with his classified abstract of expenditure".

G.R.S. III—3]

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

U.O.
N 1452-17

1). Chequesystem for Workbills to Continue -

2) ~~No~~ Register of leases in the Finance Code to remain suitably modified by providing separate columns in the existing form are to show the kind of produce & another to note the ade of sanction as proposed by the Cons.

3) Register of revenue yielding properties as proposed by Mr Datta & not very.

4) Register of buildings rented may remain as present -

5) No change is very in regard to the accts of hair acting adjustable by book transfer

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To Mr Sreenivasarajan, with compliments for favour of Scrutinising the memo with reference to the proposals of Mr Datta as agreed to by the Committee.

B Sreenivasa Iyengar

The matter may be dealt with as very urgent.

10-12-17

The typed copy of the memorandum has been looked through and corrected, where necessary. It is herewith returned, with compliments, to the Asst. Financial Secretary.

R Sreenivasarajan
14.12.17.

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

Reform of Forest Accounts

6

D 753
97 55/17

Proceedings of the Government of H. H. the Maharaja of Mysore.

-----:o:-----

Read--

Note dated 29th May 1917 from Mr. K. L. Datta, Special Officer, on the -- system of Forest Accounts and his letter No.162 dated 20th September 1917 forwarding an addendum and corrigendum to his note.

- - - --:00:-- - - -

O r d e r -- No.

Dated, Bangalore

In his note read above, Mr.K.L.Datta has brought to the notice of the Government the unsatisfactory state of the Accounts of the Forest Department. He has explained that the system of payment of salary, establishment, travelling allowance, contingencies and work bills is defective, that there is no proper accounting for disallowances in audit and for Deposits received by District Forest Officers ~~and for 'Deposits'~~ that the account of 'Advances' is in great confusion, that the forms and registers for revenue realised and for leases of Forest produce are unsuitable, that there is no regular verification of stock balances and that the accounting for and the audit of expenditure on conservancy and other works are not complete or effective.

2. The chief remedies suggested by him for rectifying these and other defects are:-

(i) Payment of salary, establishment, travelling allowance and contingent bills at treasuries as in the case of Civil, P.W. Railways and other departments of Government.

(ii) Payment of work bills also at treasuries in accordance with the procedure recently sanctioned for the P.W. and Railway departments.

(iii) Improvement in the form of registers of revenue and registers of leases,

(iv) Abolition of the head "Forest Remittances".

(v) Changes in the form of vendors' commission bills and accounts

(vi) Introduction of measurement books and progress reports for sanctioned works.

(vii) Periodical verification of stock and tools and plant balances.

(viii) Maintenance of necessary deposit registers in the District Forest Offices the Treasuries and the Audit office.

(ix) Avoidance of the clubbing under one head "Forest objection book advances" and "Advances to Contractors and others" so as to have careful watch

over

over the two kinds of advances --- separately and the investigation and reconciliation of the large discrepancies under the head "Forest Advances"; and also

(~~x~~x) A periodical local audit of the Forest accounts by ~~an~~ officers of the Accounts ~~Establishment~~. Department.

3. The Conservator of Forests whose opinion was invited in regard to the --- ~~introduction~~ adoption of the proposed changes, while admitting the existence of most of the defects in the system of Accounts pointed out by Mr. Datta observes that they are due not so much as to the defective --- system of accounts but to inadequacy of staff and that the remedy lies not in introducing a radical change in the system ~~of accounts~~ but in ~~sanctioning~~ an adequate increase of staff ~~as recommended by him~~. He however agrees to all the suggestions of Mr. Datta including the payment of establishment and other bills at treasuries instead of cheques by Forest Officers but is strongly of opinion that the procedure suggested in regard to the payment of work bills at Treasuries is quite unsuited for the Forest department

enumerated in para 2 (i) + (iv) to (ix), supra

4. Government are convinced that the accounts of the Forest department are at present in an unsatisfactory condition and need overhauling, that an increase in the strength of the Forest Establishment will not by itself secure

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secure an improvement in the working of the department. It is also necessary and desirable to have the system of accounts in the Forest Department made uniform with the accounts in other departments as far as practicable.

5. After careful consideration of the views of the Conservator and all the aspects of the case Government are pleased to pass the following orders:-

6. All salaries, establishment travelling allowance and contingent bills of the Forest Department should be prepared on forms now in use in the other departments and presented for payment at Treasuries and payments by disbursing officers of the Forest Department on any of these accounts from sums drawn by cheques against letters of credit ~~will~~ should cease with effect from 1.1.1918. The Conservator of Forests is requested to report through the Comptroller, at a very early date, for the sanction of Government, the amount of permanent advances which should be allowed to each Range officer and District Forest Officer for incurring contingent expenditure.

Vide clause 1 of the Committee's resolution.

7. In regard to payments for -- conservancy and other works, Government are of opinion that the introduction of the system of payment on bills ~~will~~ may be deferred

Clause 2 Ibid

in treasuries and the consequential changes in the accounts and registers

deferred for a period of two years after the introduction of the new scheme for the re-organisation of the Forest Department, including the increase in the number of ranges.

Though the system of payments for works by Forest officers as at present laid down in the Forest Code and departmental orders is not proposed to be altered, Government desire to impress on the Conservator that improvements in departmental methods should be made by requiring each range officers and other subordinate officers to whom advances are made for meeting works expenditure, to invariably account for advances previously drawn before fresh cheques are issued by the District Forest Officers and by enjoining the strict application of Article 157 of the Forest Code so that the maximum advances -- ordinarily allowable to disbursers on the executive and protective staffs may be restricted to the amounts of their respective security deposits.

Attempts should also be made to introduce a system of execution of departmental works by contractors as far as possible.

Clause 4

8. The suggestions of Mr. Datta regarding the abolition of the head "Forest Remittances" ~~revision of forms~~ the modification of Form No 10 (outstanding on account of Rev) by the addition ~~of~~

of a Column to show the pendancy of the dues

Changes in the forms of Vendors' Commission bills & accounts

8 A. The register of leases prescribed in the Forest Code article 63 may be slightly modified by providing 2 separate Columns in the existing form No: 9, one to show the kind of produce and another to note the order of sanction as proposed by the Conservator.

clause 5

No changes are called for in regard to the register of buildings rented or of the register of other properties yielding revenue.

647

Clause 3

~~of revenue registers~~ revision of the accounts of deposits including security deposits of subordinates etc., the introduction of measurement books and progress --- reports of sanctioned works, verification of stock and tools and plant balances, the method of accounting for forest disallowances and advances to contractors and annual local audit of Forest accounts by officers of the Forest Dept. and ~~s~~ subordinates are also approved.

9. The Conservator is requested to take very early steps for the investigation of all outstanding items of advances and for a thorough overhaul of the -- ledgers and rectification of differences between the Range Officers' and District Forest Officers' books and to ~~report~~ intimate the result to the Comptroller as each district is finished. A temporary establishment of 6 hands for a period of 6 months on pay not exceeding Rs.30/- each may be entertained at once for this purpose. ~~and~~ A monthly report of the progress made should be submitted to Government.

10. Government desire that the Comptroller should make a periodical review of the objections outstanding in the objection books of his office. A list of objections outstanding for over 3 months should be sent to the Forest officers concerned and an explanation of the cause of delay in settlement called for. The annual abstrad of arrear objections now submitted to Government should, as far as possible, be

supported

supported by details together with reasons for non-settlement, as explained by departmental officers. He will also arrange for a periodical local audit of the accounts of the Forest Department.

11. The several changes in the system of Forest Accounts now sanctioned by Government will be brought into effect from 1st January 1918. They are incorporated in the memorandum appended to this order, laying down detailed instructions for the guidance of departmental and account officers.

12. The Conservator is requested to have necessary amendements to the rules in the Forest Codes issued in consultation with the Comptroller.

Clause 9

Chief Secretary to Government.

To

The Conservator of Forests in Mysore.

The Comptroller, Mysore Government.

GKV.2

3.

G 755/17 D 753

G.R.S. III—3] 1058

Routine Notes.

[To be used only for notes, requisitions, etc., not intended for permanent record.]

Fl U.O 1452-17

II

REV. SECRETARIAT
FINANCIAL
15 DEC 1917

Under orders of the Chief Secy the draft memorandum of instructions regarding the Forest account is herewith forwarded U.O. with compliments to the Comptroller to govt. for favour of stating if it is suitable or if it requires any alterations or additions. The matter is urgent as the memo has to accompany the draft order also sent herewith.

B.O.

B Sreeramam Iyengar

For Chief Secy

H.O. No: 126/R of 18/12/17

× Drafted and sent by Mr. Sreerangarajan

TROLLER'S OFFICE
15 DEC 1917
BANGALORE.
MYSORE GOVT.

H.O. No: 122/R of 22.12.17

Mr. Sreerangarajan had already shown the memorandum to me. I have gone through it again and made a few additions and alterations in it.

15.12.17.

Mr. Venkatesha Rao
22-12-17

N.B.—Should routine notes be written on small slips, the notes must be copied, or slips pasted on this form.

W.D. 84—GPB—60,000—20-7-16

Recd
18
26/12

Memorandum of instructions.

The accounts of the department may be broadly divided into (1) Cash and Revenue accounts (2) works accounts & (3) Accounts of Deposits and Advances; and the main features of the changes in respect of each are detailed below :-

(1) Cash accounts

Accounting for Revenue.

Remittance head unnecessary.

2. The head " Remittances Inter-departmental" will, in respect of Forest Revenue, be done away with. All revenue is now required to be paid into the treasury with as little delay as possible and each remittance is required to be accompanied by a challan, in duplicate, one copy of which forms the voucher for the entry in the cash book of the Forest Officer and the other is retained by the treasury officer. A consolidated receipt for the Forest Remittances received and credited during the month is furnished by the Treasury Officer to each Forest Divisional Officer dealing with the treasury. This procedure ~~will continue, as it is~~ necessary for the department to maintain stock registers and exercise a proper control over the demand, collection and balance of revenue. The challans with which money is remitted into the treasury should however ~~in future~~ contain full particulars of the minor and detailed heads of account to which the revenue realised is adjustable in the books of the Comptroller. The treasury officer will keep a subsidiary Register of Forest Revenue with printed headings for each detailed head such as "I (a) Timber," "I (b) Firewood and charcoal" ~~etc~~, and separate pages set apart for each Forest Officer, if there is more than one division, for which revenue of revenue is paid into the same treasury. At the end of the month, he will total up each column and arrive at the total Forest Revenue for the month, of the division concerned, agree it with the consolidated treasury receipt which he will forward to the Forest Officer concerned and send a.

an abstract statement to the Comptroller showing the -- ~~total amount of~~ Forest revenue received in the Treasury -- and classified under the proper minor and detailed heads. The Forest Officer will post ~~up~~ his cash book ~~as at present~~, compare the total revenue with the consolidated treasury receipt received from the treasury and forward the latter to the audit office with his ~~treasury~~ accounts, which would of course exclude all transactions relating to revenue as they would appear directly in the treasury accounts. A separate cash book for revenue ~~realised~~ will be maintained which has separate columns for each sub-head of revenue realised and thus facilitates the methodical collection of the total receipts under each head ~~at the end of the~~ month. No shedule of Revenue need be submitted to the audit office by the District Forest Officer.

Payment of bills.

3. All salary, establishment, travelling allowance and contingent bills will be prepared in Civil Account Forms (financial Forms 101,19,107,107 A,21.A) and presented for payment at treasuries. These bills will not be paid hereafter by disbursing officers of the department from sums obtained from the treasury by means of cheques against letters of credit. Payments on account of contingency ~~may~~ should in the first instance be met out of permanent advances which will be allowed to each officer and recoupment of the -- advances made by encashing bills in Civil Account Code Form 12 (Finl.21.A) at the treasury in accordance with the rules in the Account Code.

~~Charges on account of all the above classes of payments will be excluded from the accounts of the District Forest Officer in question.~~

4. Payments for work, will however continue to be made as heretofore, by means of cheques against letters of -- credit, but it should be distinctly borne in mind that -- advances to Rangers and other ~~subordinate~~ subordinate officers

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should not be kept unadjusted for a long time and that, as far as possible, no advance should be allowed until the amount previously advanced has been duly accounted for.

This is not contemplated in the draft Rs or by the Committee

A separate cash book will be maintained for the record of all payments by cheques against letters of credit and it will be in the form in use at present with an additional column for "adjustment" on both the receipt and charge side.

5 There will thus be two cash books, one in which all cash realisations paid into the treasury whether on account of revenue or deposits or advances will be entered (Vide para 2 above) and the other in which all cheques drawn and ~~xxxx

The net amount outstanding at the end of any month should always be ascertainable from the objection statement and should be reconciled every month with the progressive balance brought out in the disburser's personal account which would then show -- separately, advances on account of disallowances. The audit -- office should also watch by means of objection statements on -- the monthly accounts the eventual clearance of all disallowances. In cases, where it is found that the rates paid for fire-line -- clearance, conservancy works, etc., by rangers are high and are open to frequent objection, it should be insisted upon that -- the bills with supporting details should be sent for pre-audit -- and pay order by the Forest Officer and the amounts then disbursed to the parties, so as to obviate objection being taken to payments sometimes perhaps too late for recoveries to be effected from the parties.

6. The items disallowed should be entered in the objection book the amount being shown in a separate column. The objection book form will provide for additional columns for disallowances by -- the District Forest Officer as also for the objections taken by the Conservator. Separate abstracts should be appended to the objection book, for objections raised by the Comptroller,-- the Conservator and the District Forest Officer in Civil Account Code Form 130 and the balance outstanding at the end of each month should be worked out. The total amount outstanding against all rangers shown in the monthly statements of advances submitted to audit office as due to disallowances in audit by Forest Officers should be verified monthly with the amount shown as outstanding under the head in the abstract.

Vendors' Accounts.

7 8 As already prescribed in Government Order No.R.7445-6-Ft. 56-16-2 dated 17th January 1917,

(1) Duplicates of licenses should be sent to the District Office, as soon as the triplicate is handed over to the party.

(2) Values should be assigned to each license before issue to the vendors, and

(3) Transit rules should be framed so as to prevent the possibility of forest produce being removed by any route and escaping -- check altogether.

9 8. ~~It is necessary that~~ Vendors' accounts should be self-contained so that an inspecting officer ~~should be able to~~ may ascertain - from the records with the vendor that the amounts realised are not retained un-necessarily long and are promptly paid into treasury. The acknowledgments of treasury officers for remittances should be obtained in the F register itself when cash is remitted and the -- money order receipts pasted in the column concerned, when remittance is made by money order. ~~Such a procedure would enable any inspecting officer, including an Amildar or an Assistant Commissioner to - verify the promptness of the payments and the correctness of the -- amounts on the spot. It is also necessary that~~ Triplicate copies of licenses should be eventually recovered and compared with the -- duplicates and the F accounts, ~~and this would be effected by the -- framing of transit rules and the institution of checking stations -~~

Vendor's Commission Bills.

9. The bills should be prepared in the form prescribed(Vide Appendix B) and should be submitted to the District Forest Officer to be passed for payment after pre-audit. On receipt of the bill, the amount of commission will be entered against the item of revenue concerned in the extract of the Ranger's cash book in which -- the amount of revenue is included and also the date when it is passed -- for payment. The bill will then be passed for payment by the District Forest Officer and the entries made in his office in the extracts from the Ranger's cash book initialled by him. It will then be - -

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be returned to the Ranger who will make the payment to the vendor, from amounts of cheques advanced by the District Forest Officer --- taking his acknowledgment on it, charge (in it) his cash book ~~for~~ of payment --- ~~cheque payments~~ and send the voucher to the District Forest Office in support of the charge as an accompaniment to the monthly copy of his cash book. The District Forest Office will then enter the date of payment against the original entries made by ~~it~~ him in the extracts from the Ranger's cash book for receipts. The entries in the extracts from the Ranger's cash accounts will prevent a second claim from being passed for payment or a second bill from being paid - - again.

Revenue Returns.

(a) The registers ~~of~~ in forms 4 to 10 should be bound at one end instead of in the middle and the alternate sheets perforated, so that by means of carbon paper, a second copy may be had ready - along with the original. The register in Form 10 should be amplified by the addition of a column for "month", so as to enable the conservator and the Government to make a proper review of the outstandings, with reference to their ~~deviation~~ duration and amount.

(b) The register of leases prescribed in Article 63 V of the Forest Code ~~will~~ should be suitably modified by providing separate columns in the existing forms, ~~one~~ one to show the kind of produce and another to note the order of sanction.

Stock and Tools and Plant.

12 The stock accounts form the primary records of the department and it is necessary that there ~~ought to~~ should be a systematic report of stock-taking by Range Officers to District Forest Officers and by District Forest Officers to the Conservators. Every half year on the 15th July and 15th January the Range Officers should submit a report of the results of stock-taking at the end of the previous half-year, noting the quantity and value of the deficiencies found, if any, and the steps taken for their rectification. A similar -- report should be furnished by District Forest Officers also and in

it should be mentioned the dates of count by Range Officers with the result of such count. The periodical returns will enable -- Forest Officers and the Conservator to take timely action and fix ~~the~~ responsibility in the case of ~~actual~~ shortages.

13 ~~14~~ With regard to Tools and Plant, a monthly account of receipts, issues and balances of affected items should be sent by -- Range Officers to the District Forest Officer and ^ checked ^ with reference to sanctions accorded and orders issued. The annual return should be checked with the monthly account and forwarded to - the Conservator one for each Range and one for the District Office. There is no necessity for consolidating and copying all the returns into the District accounts. The submission of separate original -- returns will save copying work and inform the Conservator of the -- state of each Range Officer's Tools and Plant return. A certificate that the tools etc., have been counted, the date of verification, and the result of count should be appended to each return. It should be printed at foot of the form and suitably completed -- and signed by the Range and District Forest Officers.

(2) Works Accounts.

14 ~~15~~ The Conservator's list of sanctions should be submitted to the Comptroller not later than the 5th of the month following -- that to which the sanctions relate. The list should be complete - and should not include items which do not fall under the head "A-- Conservancy and Works". The vouchers submitted by the Forest Officer should contain a clear reference to the description of the estimate and the number and date of the sanction. ~~At present, there is no return sent to the audit Office showing the expenditure to -- date on any work and there is no means~~ For the purpose of checking the correctness of the Register in Form 28 maintained in the Divisional Office, ~~For this purpose~~, a consolidated work voucher in the form below -- should be forwarded to the audit Office every month for all works whether sanctioned by the Conservator or higher authority or by the Forest Officer himself. A copy shd be sent to the Conservator &c -

(8)

Consolidated Work Voucher.

Head of Account	Particulars	Sanction		Number of Sub Voucher.	Amount	Total	Expenditure to date including this bill	Balance available
		Particulars	Amount					
1	2	3	4	5	6	7	8	9
A I (a)	Timber operations in Closepet Range.	Conservator's S.O. No.10 dated 18th April 1906.	Rs. 2000.	11 b 12 b 13 b 14 b	Rs. as. ps. 2 13 7 21 11 2 5 4 6 10 1 8	Rs. as ps. 39 14 11	410 12 11	1589 3 1

8

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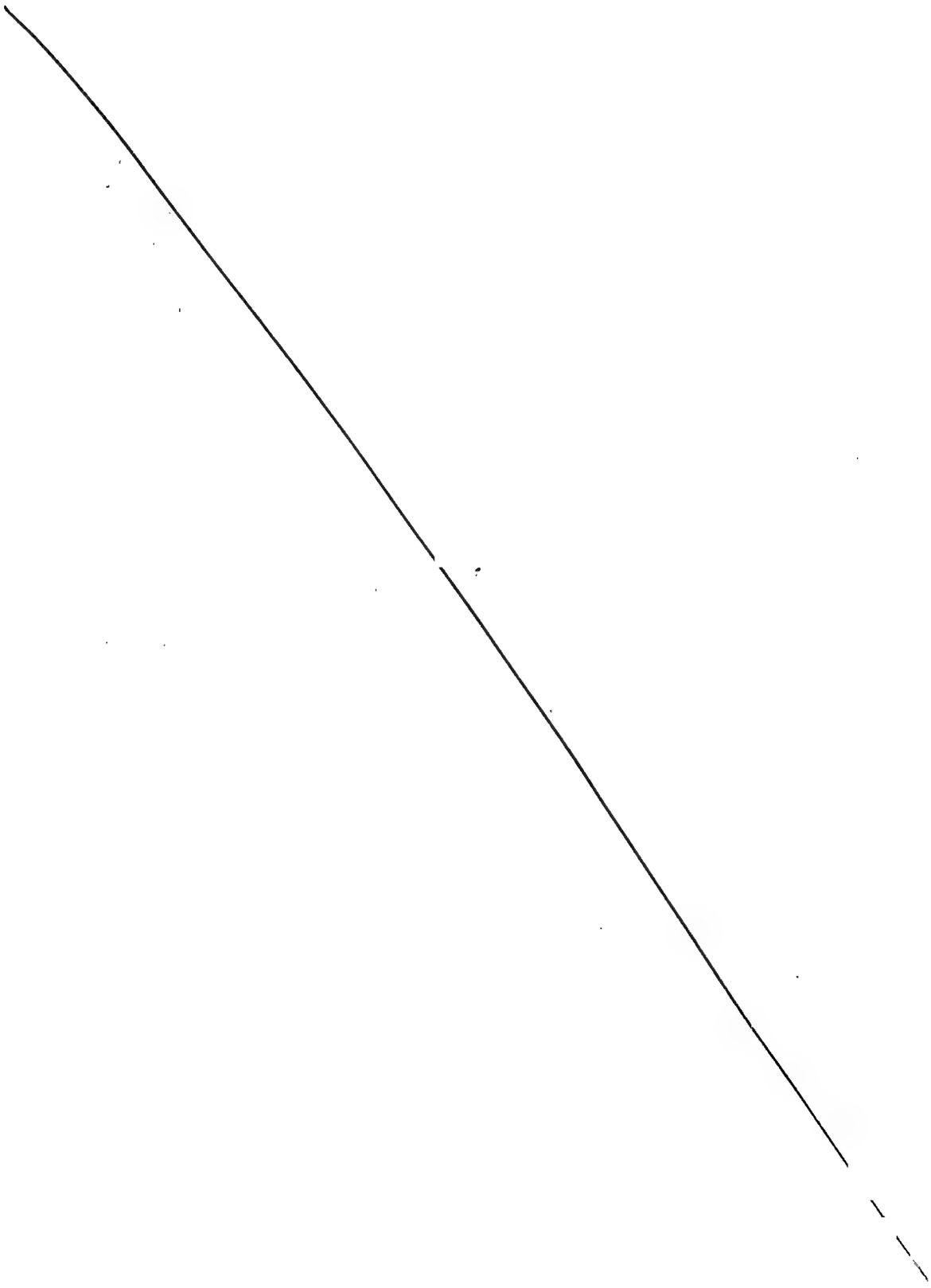
15 W. This voucher should be audited in the Comptroller's Office and every item of expenditure incurred without a sanctioned estimate or in excess of the estimate objected to. The register of works -- expenditure now kept in the Comptroller's Office will continue to - be maintained and posted from the consolidated work voucher. A - - note of the fact of completion of a work will be made from comple-- tion reports received. The consolidated work voucher will be check- -ed with the vouchers and the classified abstract of expenditure --- and all deviations from estimates duly noticed. On completion of each work a completion report should be sent to the Conservator -- and after check in the office of sanction should be forwarded to -- the audit office for final record. The register in Form 28 now --- maintained in the District Forest Offices need not contain a de-- tailed description of work done. The entries may be confined to a reference to month, voucher No. and amount.

16 There are no initial records at present in which the details of measurements for work done are entered. Under "A-V. Communica- tions and buildings," there are (a) roads and bridges (b) buildings and (c) other works, such as wells, clearing of compound, etc., In these cases, bills are prepared for work done showing the total - - quantity and the rate approved. ~~The correctness of the quantity~~ -- depends upon the inspection, after completion of the work, by the - Forest Officer and a comparison with the sanctioned estimate. The detailed measurements working up to the contents billed and paid -- for are not recorded anywhere, except perhaps occasionally in un-- authorised note-books. As the absence of details leaves room for incorrect measurements and disputed claims, Measurement books simil to those in use in the Public Works Department should be brought in use in the Forest Department. The books will form the primary re-- cords of quantities of work done or materials supplied and the basi of all payments connected therewith. They should contain the accep- tance of measurements by the piece-worker concerned and a reference to the bill of payment.

17. A Complete list of every operation in the Department should be prepared - -

prepared and printed and the rates obtaining in each locality -- entered therein. There should be a schedule for each district - and it should have columns for the entry of comparative rates for three or four years. A printed copy should be furnished to the -- Comptroller also, ~~to enable the~~ for audit of ~~the~~ rates paid ~~on vou--chers.~~



3. Accounts of Deposits and Advances.

(a) Deposits.

18 Security deposits of subordinates and vendors, etc., should be paid direct into the Savings Bank by the parties and the pass book hypothecated to the District Forest Officer and lodged with him. A simple register showing depositor's name, designation, amount of deposit, pass book number and date of refund or release should be kept in the District Forest Office in Form C. No extract of this register need be sent to the Comptroller.

19 As regards other deposits, a detailed account in Civil Account Code Form 41 showing the deposits received and one in Civil Account Code Form 30 showing the details of the deposits repaid should be maintained in each District Forest Office and extracts therefrom in Civil Account Code Forms 32 and 30 should be submitted to the Audit Office monthly by the Forest Officer. ~~Cash~~ Repayments of deposits will find a place in the cash book ~~for cheque~~ payments, as also items which are carried to a revenue head by debit to 'Deposits.' Advices of ~~the latter class of items~~ adjustments of deposits need not be sent to the treasury as at present, ~~as the details of receipts and repayments will be available in the Forest Office itself~~. A note should however

be added to the monthly extracts, indicating distinctly the amounts passed through the treasury accounts and those which have been adjusted or repaid in the Forest Office without reference to the treasury, such as deductions from bills credited to deposits, and repayments of deposits. The treasury will maintain no detailed accounts, but will credit all deposits received to ~~the credit of~~ the head "Forest Deposits".

20. In the Audit Office, the monthly extracts received from Forest Offices ~~work~~ will form the register of deposits as in the case of other departments and the amounts repaid will be posted in the money columns for the respective months from the extract of totals of cash receipts according to Forest accounts should be compared with the totals of credits each month to "Forest Deposits" appearing in the treasury accounts. Items of adjustments and repayments will be posted in the Forest Classified Abstract from the monthly Forest accounts, ~~while cash receipts will be credited to "Forest Deposits" in the treasury accounts.~~ A broadsheet should be maintained in which the totals of debits and credits each month and the opening and closing balances at the beginning and end

of each year should be posted. At the end of the year, the balance on account of each District Forest Officer on the books of the Comptroller should be verified in communication with the District Forest Officer. For this purpose, a clearance register in C. A. C. Form 32 should be submitted in July of each year by each District Forest Officer for the outstanding balances in the receipt register of the second preceding year and the verification should be carried out as prescribed in Civil Account Code, Volume II, Article 873.

(b) Advances.

21 A monthly agreement should be carried out between the statement of advances and the Rangers' books on the one hand, and between the former and the Comptroller's books on the other. * The register of receipts and disbursements now maintained in the Forest Section of the Audit Office should be abolished and a register should be maintained in the form appended (Appendix D). Separate statements for advances to Rangers and for advances to contractors should be submitted, both from the Range to the District Forest Office and from the latter to the Comptroller. [Advances recovered in cash will appear in the

9

cash book for receipts, while those recovered by deduction from bills will be shown on the receipt side of the cash book for payments and the ledger account will be posted from these documents. Every half-year (i.e.) in December and June of each year, a certificate from each Ranger, or other subordinate against whom advances are outstanding on account of disallowances in audit or un-accounted balance of cheques issued should be obtained by the District Forest Officer in acceptance of the amounts outstanding in the ledgers. The balances due from contractors should similarly be verified and be supported by contractors' receipts for the dues shown in the accounts. The dues, if any, to contractors should be borne out by the latest bill for work done. The half-yearly statement should thus be accompanied by the subordinates' certificates and by receipts fron contractors acknowledging the unadjusted balance, against them. In the case of all items, the period from which an item is outstanding -- should be clearly specified and brief reasons for the delay in adjustment and steps taken to clear the items explained. The balances at the end of the year should be proved in the manner described above and should --

Para 22

consist of current and efficient items.

23. The statement of advances should be in the form (Appendix D) appended and it should clearly show the month from which each item is outstanding, the amounts due from each Ranger, his Deputy and other subordinates and against each contractor from whom advances are outstanding. Particulars of the advances (i.e.) whether they are due to disallowances in audit or they are unaccounted balances of cheques should be clearly entered in the statements of advances of to Rangers. The ledger account of each contractor should be maintained in the District Office and compared with the statement received from each Ranger.

Accounts to be maintained and rendered

24. The registers and accounts to be maintained in the Range Office, those to be submitted to the District Forest Officer, those to be maintained by the latter, and the returns &c which are to be forwarded by the District Forest Officer to the Conservator and the Comptroller are shown below.

The classified abstract of expenditure with the supporting vouchers, the statement of advances and the other returns will be submitted to the Audit Office not later than the 5th of the

month following that to which the accounts relate.

I. Registers and Accounts to be maintained in Range Offices (excluding those maintained solely for Departmental purposes).

One permanent advance register for contingencies

Duplicate copies of work and establishment &c bills

Cash book ~~[illegible]~~ as at present with [illegible] add^l columns as [illegible] [illegible]

~~[illegible]~~

[Cash book for payments with two columns ('Cash') ~~(cost)~~ and "Adjustment" on both the receipt and charge sides.]

Register of Rents of buildings	Form	1 a (As at present).
do fellings	"	3 a
do daily receipts	"	4
do disposals	"	5
Receipts and issues of timber and other produce in depots.	"	6
Register of sales of timber and other produce cut and collected by Government agency.	"	7
Account of Draft timber operations	"	8
Register of revenue from timber and other produce cut, collected and removed by purchasers, etc.	"	9
Revenue outstandings	"	10
do free grants	"	11
Register of Leases	Art.	63
do licenses issued by vendors.	(Form	F)
Tools and plant statement	(Daily)	~~Con, [illegible]~~ Conservator's Form
Tools and plant statement	(Annual)	Form 14
Contractors' and Disbursers' Ledger.	,,	24
Sandalwood Registers and forms.	,,	54-64

The registers in forms 4 to 10 may however be bound and alternate sheets perforated so that by means of Carbon paper, a second copy may be had ready along with the original.

Register of remittances into Treasury.	Form 27
Bill Books	" 12
Receipt Books	" 13
Do. for leases and recoveries in instalments.	" 13 a
Register of offences	" 35
-do- sandal damages	
-do- uniforms and accoutrements.	~~Conser. F~~ Conservator's form
-do-elephants,cattle,etc	-do-
-do-sanctioned works	Form 28

Office copies of Annual Reports and Accounts.

Register of Travelling allowance.	Office copies.
Register of receipts and Disposals of License books	Comp's form.
Register of Kumri and Takkal cultivation	-do-

Plan of operations.

One objection book for Conservator's, Comptroller's and D.F.O's objections.

II. Accounts to be rendered to the District Forest Office

Establishment, travelling allowance and contingent bills for countersignature, where necessary

Extracts of cash books ~~(New and old forms)~~ accompanied by vouchers for payments.

Copies of registers in Forms 4,5,6,7,8 and 9 and 10.

Statement of advances granted and recovered.

Extract of sandalwood registers.
Monthly statements of Tools and Plant to be prepared from daily account.

Annual return of tools and plant.
Bill for supplies for District Forest Officer's check.

Report of Forest offences in Form A (old form)

Annual statement of Forest offences.

Monthly statement of value of uniforms supplied to Foresters.

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III. Accounts and Registers to be maintained in the District Forest Office.

Plan of operations.

Cash book (~~for revenue, deposits and advances~~) (New Form)

~~Cash book for payments, with two columns "Cash" and "Adjustment" on both the receipt and charge sides.~~

Remittance book.

Permanent advance register for contingencies.

Registers in forms 6,7,8,9,10 and 11 similar to Range Office registers for consolidating Range transactions, relating to demands, collections and balances of revenue.

Registers in Forms 65 and 66

Annual returns of sandalwood collected and sold (Forms 67 to 69).

Register of leases of Forest Produce.

Daily return of Tools and Plant.

Annual return of Tools and Plant.

Register of Deposits.

Ledger of advances to Contractors and Disbursers.

Record of sanctioned works (Form 28)

Copies of estimates sanctioned by the Conservator.

Measurement Books.

Schedule of rates for each Division.

Objection Book. (One book to be maintained for Conservator's, Comptroller's, and D.F.O'S disallowances).

Register of Rents of buildings

IV. Accounts to be rendered to Conservator.

Monthly.

[Abstract by sub-heads of Revenue, (being the extract of the totals of cash book)].

Classified abstract of expenditure.

Copies of registers in Forms 7,8,9 and 10 .

Summary of rough sandalwood received and issued by each Koti Ranger (Form 65).

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Summary of receipts and disposals of assorted sandalwood (Form 66)

Lot roll of sandalwood exposed for auction sale (Form 67)

Statement of advances to contractors and subordinates to be forwarded to the Comptroller. (New Form)

Recoveries for value of uniforms.

~~Quar~~

~~Quarterly~~ Quarterly

Return of ~~Monthly~~ Revenue outstandings.

Plan of operations.....

Annual.

Budget Estimate of Revenue and Expenditure.

Returns of Tools and Plant.

Annual reports and accounts. Forms 37 to 51

Return prepared from monthly abstracts of Forms 57 and 58 " 68

Return prepared from monthly abstracts of Forms 60,62 and 64 " 69

Lot Roll of sandalwood exposed for sale.

Yearly report of Inspections of Kotis.

Half yearly.

Inspection report of Range Offices.

Occasional.

Completion reports of all buildings, roads and other works.

V. Accounts to be rendered to Comptroller.

Consolidated Treasury Receipt of Revenue, etc., remitted into Treasury.

Nil

Classified Abstract of Expenditure accompanied by vouchers for each item of expenditure above Rs.25/.

Consolidated Schedule of works.

Schedules of deposits received and repaid.

Statement of advances to contractors and forest subordinates.

Monthly list of cheques drawn.

Annual clearance Register in C.A.C. Form 32.

Draft. Go.

Reform of Forest Accounts 94

92 55/17

Proceedings of the Government of H. H. the Maharaja of Mysore.

Draft order shown to Fl Secy. as per orders and agreed to
Ghim 18/12

Read:--

Note dated 29th May 1917 from Mr K. L. Datta, Special Officer, on the system of Forest Accounts and his letter No.162 dated 20th September 1917 forwarding an addendum and corrigendum to his note.

Order No.

Dated,

In his note read above, Mr.K.L.Datta has brought to the notice of the Government the unsatisfactory state of the accounts of the Forest Department. He has explained that the system of payment of salary, establishment, travelling allowance, contingencies and work bills is defective, that there is no proper accounting for disallowances in audit and for deposits received by District Forest Officers, that the account of 'Advances' is in great confusion, that there is no regular verification of stock balances and that the accounting for and the audit of expenditure on conservancy and other works are not complete or effective.

2. The chief remedies suggested by him for rectifying these and other defects are:--

(i) Payment of salary, establishment, travelling allowance and contingencies on bills at treasuries as in the case of Civil, P.W., Railways and other departments of Government.

(ii) Payment of work bills also at treasuries in accordance with the procedure recently sanctioned for the P. W. and Railway departments.

(iii) Improvement in the form of registers of revenue and registers of leases.

(iv) Abolition of the head "Forest Remittances" for inter-departmental transactions.

(v) Changes in the form of Vendor's commission bills and accounts.

(vi) Introduction of measurements books and progress reports for sanctioned works.

(vii) Periodical verification of 'stock' and 'tools and plant', balances as in the P.W.D.

(viii) Maintenance of necessary deposit registers in the District Forest Offices, the Treasuries and the Audit office.

(ix) Avoidance of the clubbing under one head "Forest objection book advances" and "Advances to Contractors and others" so as to have careful watch over the two kinds of advances separately and the investigation and reconciliation of the large discrepancies under the head "Forest Advances"; and also

(x) A periodical local audit of the Forest accounts by officers of the Accounts department.

3. The Conservator of Forests whose opinion was invited in regard to the adoption of the proposed changes, ~~while admitting the existence of most of the defects in the system of accounts pointed out by Mr. Datta~~ observes that ~~they are due not so much as to the defective system of accounts but to~~ inadequacy of staff and that the remedy lies not in introducing a radical change in the system but in an adequate increase of staff. He however agrees to ~~all~~ the suggestions of Mr. Datta including the payment of establishment and other bills at treasuries instead of cheques by Forest Officers, enumerated in paras 2 (i) and (iv) to (x), supra but is strongly of opinion that the procedure suggested in regard to the payment of work bills at Treasuries is quite unsuited for the Forest department and that as regards (iv) there is no objection for altering the head of service but it would not be necessary on this account to alter the cash book.

of opinion MM

omit MM

4. Government are ~~convinced~~ ~~that the accounts of the Forest department are at present in an unsatisfactory condition and need overhauling~~ that an increase in the strength of the Forest Establishment will not by itself secure an improvement in the working of the department. ~~It is also necessary and desirable to have the system of accounts in the Forest Department made~~ uniform with the accounts in other departments as far as practicable.

omit and continue the sentence by adding the following:- "and that the accounts of the Forest Department need modifications to make the system" MM

5. After careful consideration of the views of the Conservator of Forests and all the aspects of the case, Government are pleased to pass the following orders:

Vide clause - the Committees resolution.

6. All salaries, establishment travelling allowance and contingent bills of the Forest Department should be prepared on forms now in use in the other departments and presented for payment at Treasuries and payments by disbursing officers of the Forest Department on any of these accounts from sums drawn by cheques against letters of credit should cease with effect from 1st ~~January~~ X 1918. The Conservator of Forests is requested to report through the Comptroller, at a very early date, for the sanction of Government, the amount of permanent advances which should be allowed to each Range officer and District Forest Officer for meeting petty and emergent

Mr. Rama Rao had no objn. to the date being altered to 1st March 1918. 11-1-18

~~Jaty~~ MM

(Joh. Sept. Blank)

X Month to be entered by member

contingent expenditure.

Vide clause 2 of the Committee's Resolution. 9

7. In regard to payments for conservancy and other works, Government are of opinion that the introduction of the system of payment on bills in treasuries and the consequential changes in the accounts and registers may be deferred for a period of two years after the introduction of the new scheme for the reorganisation of the Forest Department, including the increase in the number of ranges.

Though the system of payments for works by Forest officers as at present laid down in the Forest Code and departmental orders is not proposed to be altered, Government desire to impress on the Conservator that improvements in departmental methods should be made by requiring each range officer and other subordinate officers to whom advances are made for meeting works expenditure, to (invariably) account ~~as far as possible~~ (Stet-) for advances previously drawn before fresh cheques are issued by the District Forest Officers and by enjoining the strict application of Article 157 of the Forest Code so that the maximum advances ordinarily allowable to disbursers on the executive and protective staffs may be restricted to the amounts of their respective security deposits.

x ~~omit~~ MJ

x This suggestion cannot be agreed to - Vide Committee resolution.
RS
4.1.18.

Attempts should also be made to introduce a system of execution of departmental works by contractors as far as possible.

8. The other suggestions of Mr. Datta regarding the abolition of the head "Forest Remittances", the modification of Form No10 (outstanding on account of Revenue) by the addition of a column to show the pendancy of the dues, changes in the forms of Vendors' commission bills and accounts, maintenance of the accounts of deposits (including security deposits of subordinates etc.), the introduction of measurement books and progress reports of sanctioned works, verification of stock and tools and plant balances, the method of accounting for forest disallowances and advances to contractors and subordinates are also approved.

9. The register of leases prescribed in the Forest Code Art 63 may be slightly modified by providing 2 separate columns in the existing form, one to show the kind of produce and another to note the order of sanction as proposed by the Conservator. No changes are called for in regard to the register of buildings rented or of the register of other properties yielding revenue.

10. Government agree that the accounts of the Forest Department should be subject to local audit and inspection by the

audit department and the procedure laid down for ~~such audit~~ inspection of Pub. Divisional Offices in G.O.No. ~~FC7~~ 800-49. ~~C4~~ 220-16-1 dated, 22nd June 1917 will be observed mutatis mutandis in conducting the local audit inspection of Forest accounts.

Vide clause 3 of the Committee's Resolution. Q.

11. The Conservator of Forests is requested to take very early steps for the investigation of all outstanding items of advances and for a thorough overhaul of the ledgers and rectification of differences between the Range Officers' and District Forest Officers' books and to intimate the result to the Comptroller as each district is finished. A temporary establishment of 6 hands for a period of 6 months on pay not exceeding Rs. ~~30~~ 40/- each may be entertained at once for this purpose. A monthly report of the progress made should be submitted to Government.

Less than Rs 40/-

This is vague. Mr. Rama Rao said that the limit might mind - It might fixed at not exceeding Rs 40 - if considered necy

12. Government desire that the Comptroller should make a periodical review of the objections outstanding in the objection books of his office. A list of objections outstanding for over 3 months should be sent to the Forest Officers ~~xxxxxx~~ concerned and an explanation of the cause of delay in settlement called for. The annual abstract of arrear objections now submitted to Govt. should, as far as possible, be supported by details together with reasons for non-settlement, as explained by departmental officers.

Special attention will be paid to the outstanding objections during the local audit of the Forest Accounts.

13. The several changes in the system of Forest Accounts now sanctioned by Government will be brought into effect from 1st January 1918. They are incorporated in the memorandum appended to this order, laying down detailed instructions for the guidance of departmental and account officers.

14. The Conservator of Forests is requested to have necessary amendments to the rules in the Forest Codes issued in consultation with the Comptroller.

Chief Secretary to Govt.

T o

The Conservator of Forests in Mysore.

" Comptroller, Mysore Govt.

HRN.

103

5529 E 17 file Wed mat- 11-1-18

Forest Conservator's Office,

Dated Bangalore, 11th January 1918.

Dear Sir,

With reference to your letter No.Fl.3293 dated the 4th.instant, regarding the reform of Forest accounts, I have to state that certain verbal alterations have been made in the draft G.O. so as to represent my views correctly on the points dealt with therein. I have been all along strongly of opinion and this opinion has been amply borne out by the Committee that sat to investi--gate the Forest accounts in connection with the Bangalore Range defalcations- that the sytem of accounts was not defective and that shortcomings, if any, were due entirely to lack of efficient supervision on the part of the superior officers of the Department, coupled with the -- inadquacy of the staff.

As regards the memorandum of instructions -- accompanying the government order, I do not see the

the necessity for the Government issuing the same. On receipt of the Government Order on the subject, needful instructions will be issued by me to the Forest Officer ~~on the subject~~ in consultation with the comptroller, if necessary. Should it, however, be deemed necessary that the memorandum in question should accompany the Govern-ment Order, it would be necessary to delete paras 2,4 and 5 thereof, relating to the maintenance of the cash book as they cover the whole ground of Mr. Datta's note in this matter about which, we did not agree. I am not for splitting up the existing cash book and my reasons for adhering to it are contained in detail in my reply to Mr. Datta's note sent with my letter No. 1940 dated 31st. August 1917 to the Revenue Secretary to Government. There is nothing in the resolutions to show that the maintenance of two cash books is contemplated in the Proceedings of the Committee. On the other hand, it seems to me that the resolution postponing the decision of certain questions embraces the points at issue also. The instructions bearing on these points therefore require to be eliminated.

105

In para 3 of the instructions, it is enjoined that charges on account of salary, establishment, Travelling Allowance and contingent bills need not find a place in the accounts of the District Forest Officers. Clear instructions seem to be necessary as to how and where the balance of undisbursed pay if any, and contingencies should be exhibited and the agency responsible for checking the correctness of balances under these heads. If I remember right, it was settled in the Committee that the Comptroller should be solely responsible for the correctness of these accounts and that the Departmental officers should have nothing to do with it. These points require to be made clear in the memorandum.

As regards the abolition of the head"Forest remittances", this Department is not interested either in its retention or removal, if it does not suit the purposes of the audit office. What the Department is anxious about is that for the sake of its removal, the existing cash book should not be disturbed.

The pay of Re.30/- proposed in the draft G.O.

for the temporary Establishment seems to me to be inadequate as experienced and highly paid men would be required to be employed on this taxing work. I would suggest, therefore, that the pay of each temporary hand be fixed at Rs.40/- at the least.

The enclosures to your D.O. under reply are herewith returned.

Yours sincerely,

Impossible

To

B. Srinivasaiengar, Esquire, B.A., B.L.,
Assistant Secretary,
Financial Branch,
General & Revenue Secretariat.

Proceedings of the meeting of the Committee of the First and Second Members of Council held at the Public Office, Mysore, on Wednesday the 24th ~~instant~~ October 1917 in accordance with the Official Memorandum dated the 30th April 1917.

....

I. Subject.-

Mr. Datta's Note on the system of Forest Accounts and his letter No. 162 dated the 26th September 1917 forwarding an addendum and Corrigendum to his note.

Resolution.

The proposals of Mr. Datta may be approved with the following modifications and remarks.

Para x (2) of the summary and paras 11 and 29 to 31 of the note.

1. Payments of the establishment travelling allowance and contingent bills should be made direct at Treasuries on bills as in the Civil and Public Works Departments instead of by means of checks against letters of credit. Suitable permanent advances should be sanctioned for incurring contingent charges.

Para 10 (2) of the summary and paras 11 and 32 of the note.

2. In regard to payment for conservancy and works, the adoption of Mr. Datta's suggestions for the abolition of the check system and the consequential changes in the accounts and Register may be deferred for a period of two years after the introduction of the scheme for the re-organization of the Forest Department including the increasing the number of ranges now under the consideration of Government.

Improvements in Departmental methods should, however, be made immediately by requiring sub divisional officers to invariably

invariably account for previous drawings before fresh checks are issued by District Forest Officers.

Attempts should be made to introduce working by contractors as far as possible.

Para 55 of the note. 3. Very early steps should be taken for a complete investigation of all outstanding items of advances and a temporary establishment of six hands for a period of six months as proposed by the Conservator may be entertained for the purpose.

Para x (6) of the summary and paras 60-62 of the note. 4. The suggestions of Mr. Datta regarding accounts of deposits including security deposits of subordinates and members etc., may be approved.

Para 25 of the note. 5. The registering of leases prescribed in the forest code may remain being suitably modified by providing separate columns in the existing forms one to show the kind of produce and another to note the order of sanction as proposed by the Conservator.

Paras 25 and 26. 6. In view of the register of State Forests etc., maintained as per section 42 (ii) Forest Code an additional register of revenue yielding properties in the form in appendix (f) as proposed by Mr. Datta need not be prescribed.

Para 41 of the note. 7. The register of buildings rented may remain as at present.

8. No change is necessary in regard to the accounts of transactions adjustable by book transfer.

Paras 10 and 11. 9. Necessary amendments to the rules in the Forest Codes may be issued in accordance with the other suggestions of Mr. Datta regarding the change in the forms of accounts and registers which are all practically agreed to by the Conservator.

II. Subject.-

Mr. Datta's note on the system of Railway Construction Accounts.

Resolution.

...

The proposal of Mr. Datta may be approved with the following two modifications as suggested by the Financial Secretary.

Paggs 6 and 7 of the note.

1. The existing system of Audit Office Check of vouchers with reference to rates and agreements may be retained for the present.

Paras 8 and 9 of the note.

2. The existing practice requiring the submission of the statement of temporary works establishment by each division to the Government for formal sanction may also be continued.

III. Subject.-

Mr. Datta's note on the Geological Department.

Resolution.

...

1. All the suggestion of Mr. Datta may be approved.

2. Very early action should be taken in regard to the recovery of the amount reported to have been misappropriated by obtaining explanation from Mr. Subba Rao and adequate disciplinary measures adopted.

IV. Subject.-

Draft order on contingent expenditure proposed by

by Mr. Datta.

R e s o l u t i o n.

...

The draft order may be approved with the folling modifications and remarks.

1. The order may be issued in continuation of the order of 6th March 1917 and necessary verbal alteration made in the draft.

2. In addition to the officers whose contingent bills are not required to be countersigned the bills of the following officers also may be exempted from countersignature -

(1). Director of Archaeological Researches

(2). Superintendent, Government Gardens.

(3). Government Advocate

(4). Chief Inspector of Mines

3. The few errors and omissions pointed out by the Financial Secretary in the draft order and appendicies may be rectified.

4. In para 4 of the draft order the following sentence may be added as suggested by the Financial Secretary:-
'Any additional powers that may be exercised by the Officers of the several departments under special sanction are not intended to be withdrawn.'

5. The list in para 7 of the draft of officers whose bills are to be prepared in Fl. 21 A. supported by necessary sub vouchers for countersignature before encashment at the treasury should be revised so as to include all officers located in the same station as that of a countersigning officers.

....

(1) Payment of salary, establishment, travelling allowance and contingencies on bills at treasuries as in the case of Civil, P.W., Railways and other departments of Government.

(ii) Payment of work bills also at treasuries in accordance with the procedure recently sanctioned for the I. and Railway departments.

(iii) Improvement in the form of registers of revenue and registers of leases.

(iv) Abolition of the head " Forest Remittances" for inter-departmental transactions

(v) Changes in the form of Vendor's commission bills and accounts.

(vi) Introduction of measurements books and progress reports for sanctioned works.

(vii) Periodical verification and submission of returns of ' stock' and 'tools and plant', balances as in the P.W.D.

(viii) Maintenance of necessary deposit registers in the District Forest -- Offices, the Treasuries and the Audit Office.

(ix) Avoidance of the clubbing under one head "Forest objection book advances

and "Advances to Contractors and -- others" so as to have careful watch over the two kinds of advances separately and the investigation and reconciliation of the large discrepancies under the head "Forest Advances"; and also

(x) A periodical local audit of the Forest accounts by officers of the Accounts department.

3. The Conservator of Forests whose opinion was invited in regard to the adoption of the proposed changes, -- observes that the present system of accounts is not defective and that the unpunctuality in their preparation and submission is due to the inadequacy of staff and that the remedy lies not in introducing a radical change in the system but in ~~an adequate~~ increas~~e~~ of staff. He however agrees to the -- suggestions of Mr.Datta including the payment of establishment and other bills at treasuries instead of through cheques by Forest Officers, enumerated in paras 2 (i) and (v) to (x), supra but ~~is~~ strongly ~~of opinion~~ urges that the -- procedure suggested in regard to the payment of work bills at Treasuries is ~~quite~~ unsuited for the Forest Department and that as regards (iv) there is no -- objection for altering the head of service but it would not be necessary on this account to alter the Cash Book.

125

~~4. Government are of opinion that an increase in the strength of the Forest Establishment will not by itself -- secure an improvement in the working of the department and that the accounts of the Forest Department need modifications to make the system uniform with the accounts in other departments as far as practicable.~~

4 ~~5~~. After careful consideration of the views of the Conservator of Forests and all the aspects of the case, Government are pleased to pass the following orders

Vide clause i of [illegible] Resolution U.

5 ~~6~~. All salaries, establishment travelling allowance and contingent bills of the Forest Department should be prepared on forms now in use in the other departments and presented for payment at -- Treasuries and payments by disbursing -- officers of the Forest Department on -- any of these accounts from sums drawn by cheques against letters of credit should cease with effect from 1st July 1918. The Conservator of Forests is requested to report through the Comptroller, at a very early date, for the sanction of -- Government, the amount of permanent -- advances which should be allowed to -- each Range officer and District Forest Officer for meeting petty and emergent contingent expenditure.

[illegible] by member.

6 T.

vide clause 2 of Committee's Resolution

6 ~~7~~. In regard to payments for conservancy and other works, Government are of opinion that the introduction of the system of payment on bills in treasuries and the consequential -- changes in the accounts and registers may be deferred for a period of two -- years after the introduction of the new scheme for the reorganisation of the Forest Department, including the increase in the number of ranges.

Though the system of payments for works by Forest Officers as at present laid down in the Forest Code and -- departmental orders is not proposed to be altered, Government desire to impress on the Conservator that -- improvements in departmental methods should be made by requiring each -- range officers & other subordinate officers to whom advances are made for meeting works expenditure, to invariably account for advances previously drawn before fresh cheques are issued by the District Forest Officers and by enjoining the strict application of Article 157 of the Forest Code so that the maximum advances ordinarily allowable to disbursers on the ~~xxxxx~~ executive and protective staffs may be restricted to the amounts of their -- respective security deposits.

7 Attempts should also be made to

introduce

(12)

- introduce a system of execution of -- departmental works by contractors as far as possible.

Vide cl. 4 of Committee's Resln. V.

7 13. The other suggestions of Mr.Datta regarding the abolition of the head " Forest Remittances," the modification of Form No.10 (outstanding on account of Revenue) by the addition of a colurn to show the pendancy of the dues, -- changes in the forms of Vendors' commission bills and accounts, maintenance of the accounts of deposits (including security deposits of subordinates etc.), the introduction of measurement books and progress reports of sanctioned -- works, verification on stock and tools and plant balances, the method of accounting for forest disallowances and advances to contractors and subordinates &c are also approved.

Vide cl: 5 of Committee's resolution = V.

8 14. The register of leases prescribed in the Forest Code Article 63 may be slightly modified by providing 2 -- separate columns in the existing form, one to show the kind of produce and another to note the order of sanction as proposed by the Conservator.

Cl. 7: V.

No changes are called for in regard to the register of buildings rented or of the register of other properties -- yielding revenue.

9 15. Government agree that the accounts

of

of the Forest Department should be subject to local audit and inspection by the audit department and the procedure laid down for inspection of F. Divisional Offices in G.O.No.Fl.7300-G.F.220-16-1 dated 22nd June 1917 will be observed mutatis mutandis in conducting the local audit inspection of Forest accounts.

Vide clause 3 of Committee's resolution IV.

10 ~~11~~. The Conservator of Forests is ~~requested~~ requested to take very early steps for the investigation of all -- outstanding items of advances and for a thorough overhaul of the ledgers and rectification of differences between the Range Officers' and District -- Forest Officers' books and to intimate the result to the Comptroller as each district is finished . A temporary -- establishment of 6 hands for a period of 6 months on pay not exceeding Rs.40 each may be entertained at once for this purpose. A monthly report of the -- progress made should be submitted to Government.

~~12~~. Government desire that the Comptroller should make a periodical review of the objections outstanding in the -- objection books of his office. A list of objections outstanding for over 3 months should be sent to the Forest Officers concerned and an explanation of the -- cause of delay in settlement called for. The annual abstract of arrear objection

now submitted to Government should, as far as possible, be supported by -- details together with reasons for non-settlement, as explained by departmental officers.

Special attention will be paid to the outstanding objections during the -- local audit of the Forest Accounts.

12 ~~13~~. The several changes in the -- system of Forest Accounts now sanctioned by Government will be brought into effect from 1st July 1918. They are incorporated in the memorandum -- appended to this order, laying down detailed instructions for the guidance of departmental and account officers.

Blank Dlee [illegible] vide para 6 supra

13 ~~14~~. The Conservator of Forests is requested to have necessary amendments to the rules in the Forest Codes -- issued in consultation with the -- Comptroller.

vide cl. 9 of [illegible] resolution

19.1.18.

Chief Secretary to Govt.

To

The Conservator of Forests in Mysore

The Comptroller, Mysore Government.

Dy. Comm. of Distts

Copy to Br: I.

18.1.18

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20/2

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122

Proceedings of the Government of
H.H.the Maharaja of Mysore.

---

of Forest Accounts

Y

M

R e a d : -

Note dated 29th May 1917 from -- Mr.K.L.Datta, Special Officer, on the system of Forest Accounts and his letter No.162 dated 20th September 1917 forwarding an addendum and corrigendum to his -- note.

Order No. Fl 4438-47
G7 55-17-4
Dated 21st Feby/18

In his note read above, Mr.K.L.Datta has brought to the notice of the Government the unsatisfactory state of the -- accounts of the Forest Department. He has explained that the system of payment of salary, establishment, travelling allowance, contingencies and work bills is defective, that there is no proper -- accounting for disallowances in audit and for deposits received by District Forest Officers, that the account of 'Advances' is in great confusion, that there is no regular verification of stock balances and that the accounting for and the audit of expenditure on conservancy and other works are not complete or effective.

2. The chief remedies suggested by him for rectifying these and other defects are :-

Sec
20/2

No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

APPENDIX A.

Commission Bill of ..... Vendor / Pound-keeper ..... Station.

.....Range, for the month of.....191

Month for which Revenue realised	Challan number and date	Amount of Revenue realised	Rate of Commission	Amount of Commission

Total amount of commission (in words) Rupees.....

Range Officer.

Noted against the items concerned in the copy of the Ranger's cash book and passed for payment of Rs. (in words).....

District Forest Officer.

Paid on.....

Range Officer.

Received payment.

Signature of vendor. | Stamp.

Date of payment noted in the copy of the cash book. Payment admitted.
Payment objected to on the following grounds.

District Forest Officer.

APPENDIX C.

Deposit Register.

Number	Date of receipt	Depositor's name	Depositor's designation	Nature of Deposit	Amount	District Forest Officer's initials	Date when refunded or adjusted	Amount refunded or adjusted	Under what head of service adjusted	Number of receipt	District Forest Officer's initials	Balance, if any, carried over as a separate entry
1	2	3	4	5	6	7	8	9	10	11	12	13

APPENDIX D.

Detailed statement of Advances to Contractors / Subordinates

Name of Contrator / Subordinates	Purpose for which advance is granted	Month from which outstanding	Opening balance	Advances		Total	Recoveries		Balance	Remarks
				Voucher No.	Amount		Voucher No.	Amount		
1	2	3	4	5	6	7	8	9	10	11
			Rs. a. p.		Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.	

Ranger. *District Forest Officer.*

Government of His Highness the Maharaja of Mysore.

GENERAL AND REVENUE DEPARTMENTS.

G. O. No. Fl. 4438-47—G. F. 55-17-4, dated 21st Feb. 1918.

Revision of the System of Forest Accounts.

Approves of certain proposals of the Special Officer Mr. K. L. Datta, M.A., regarding the ——

W D A1811—GPB—16-3 · 18—205

No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

PROCEEDINGS OF THE GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF MYSORE.

GENERAL AND REVENUE DEPARTMENTS.

Read—

Note dated 29th May 1917, from Mr. K. L. Datta, Special Officer, on the system of Forest Accounts and his letter No. 162, dated 20th September 1917, forwarding an addendum and corrigendum to his note.

Order No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

In his note read above, Mr. K. L. Datta has brought to the notice of the Government the unsatisfactory state of the accounts of the Forest Department. He has explained that the system of payment of salary, establishment, travelling allowance, contingencies and work bills is defective, that there is no proper accounting for disallowances in audit and for deposits received by District Forest Officers, that the account of "Advances" is in great confusion, that there is no regular verification of stock balances and that the accounting for and the audit of expenditure on conservancy and other works are not complete or effective.

2. The chief remedies suggested by him for rectifying these and other defects are:—

(i) Payment of salary, establishment, travelling allowance and contingencies on bills at treasuries as in the case of Civil, Public Works, Railways and other departments of Government.

(ii) Payment of work bills also at treasuries in accordance with the procedure recently sanctioned for the Public Works and Railway Departments.

(iii) Improvement in the form of registers of revenue and registers of leases.

(iv) Abolition of the head "Forest Remittances" for inter-departmental transactions.

(v) Changes in the form of Vendor's commission bills and accounts.

(vi) Introduction of measurements books and progress reports for sanctioned works.

(vii) Periodical verification and submission of returns of 'stock' and 'tools and plant' balances as in the Public Works Department.

(viii) Maintenance of necessary deposit registers in the District Forest Offices, the Treasuries and the Audit Office.

(ix) Avoidance of the clubbing under one head "Forest objection book advances" and "Advances to Contractors and others" so as to have careful watch over the two kinds of advances separately and the investigation and reconciliation of the large discrepancies under the head "Forest Advances"; and also

(x) A periodical local audit of the Forest accounts by officers of the Accounts Department.

3. The Conservator of Forests whose opinion was invited in regard to the adoption of the proposed changes, observes that the present system of accounts is not defective and that the unpunctuality in their preparation and submission is due

to the inadequacy of staff and that the remedy lies not in introducing a radical change in the system but in increasing the staff. He, however, agrees to the suggestions of Mr. Datta including the payment of establishment and other bills at treasuries instead of through cheques by Forest Officers, enumerated in paras 2 (i) and (v) to (x) *supra* but strongly urges that the procedure suggested in regard to the payment of work bills at Treasuries is unsuited for the Forest Department and that as regards (iv) there is no objection for altering the head of service but it would not be necessary on this account to alter the Cash Book.

4. After careful consideration of the views of the Conservator of Forests and all the aspects of the case, Government are pleased to pass the following orders:—

5. All salaries, establishment, travelling allowance and contingent bills of the Forest Department should be prepared on forms now in use in the other departments and presented for payment at Treasuries and payments by disbursing officers of the Forest Department on any of these accounts from sums drawn by cheques against letters of credit should cease with effect from 1st July 1918. The Conservator of Forests is requested to report through the Comptroller at a very early date, for the sanction of Government, the amount of permanent advances which should be allowed to each Range Officer and District Forest Officer for meeting petty and emergent contingent expenditure.

6. In regard to payments for conservancy and other works, Government are of opinion that the introduction of the system of payment on bills in treasuries and the consequential changes in the accounts and registers may be deferred for a period of two years after the introduction of the new scheme for the reorganisation of the Forest Department, including the increase in the number of ranges.

Though the system of payments for works by Forest Officers as at present laid down in the Forest Code and departmental orders is not proposed to be altered, Government desire to impress on the Conservator that improvements in departmental methods should be made by requiring each range officer and other subordinate officers to whom advances are made for meeting works expenditure, to invariably account for advances previously drawn before fresh cheques are issued by the District Forest Officers and by enjoining the strict application of Article 157 of the Forest Code so that the maximum advances ordinarily allowable to disbursers on the executive and protective staffs may be restricted to the amounts of their respective security deposits.

Attempts should also be made to introduce a system of execution of departmental works by contractors as far as possible.

7. The other suggestions of Mr. Datta regarding the abolition of the head "Forest Remittances", the modification of Form No. 10 (outstanding on account of Revenue) by the addition of a column to show the pendancy of the dues, changes in the forms of Vendor's commission bills and accounts, maintenance of the accounts of deposits (including security deposits of subordinates, etc.,) the introduction of measurement books and progress reports of sanctioned works, verification on stock and tools and plant balances, the method of accounting for forest disallowances and advances to contractors and subordinates, etc., are also approved.

8. The register of leases prescribed in the Forest Code, Article 63, may be slightly modified by providing 2 separate columns in the existing form, one to show the kind of produce and another to note the order of sanction as proposed by the Conservator. No changes are called for in regard to the register of buildings rented or of the register of other properties yielding revenue.

9. Government agree that the accounts of the Forest Department should be subject to local audit and inspection by the audit department and the procedure laid down for inspection of Public Works Divisional Offices in Government Order No. Fl. 7800-49—G. F. 220-16-1, dated 22nd June 1917, will be observed *mutatis mutandis* in conducting the local audit and inspection of Forest accounts.

10. The Conservator of Forests is requested to take very early steps for the investigation of all outstanding items of advances and for a thorough overhauling of the ledgers and rectification of differences between the Range Officers' and District Forest Officers' books and to intimate the result to the Comptroller as each

district is finished. A temporary establishment of 6 hands for a period of six months on pay not exceeding Rs. 40 each may be entertained at once for this purpose. A monthly report of the progress made should be submitted to Government.

11. Government desire that the Comptroller should make a periodical review of the objections outstandiug in the objection books of his office. A list of objections outstanding for over three months should be sent to the Forest Officers concerned and an explanation of the cause of delay in settlement called for. The annual abstract of arrear objections now submitted to Government should, as far as possible, be supported by details together with reasons for non-settlement, as explained by departmental officers.

Special attention will be paid to the outstanding objections duiing the local audit of the Forest Accounts.

12. The several changes in the system of Forest Accounts now sanctioned by Government will be brought into effect from 1st July 1918. They are incorporated in the memorandum appended to this order, laying down detailed instructions for the guidance of departmental and account officers.

13. The Conservator of Forests is requested to have necessary amendments to the rules in the Forest Codes issued in consultation with the Comptroller.

C. S. BALASUNDARAM IYER,
Chief Secretary to Government.

To—The Conservator of Forests in Mysore.
The Comptroller to the Government of Mysore.
The Deputy Commissioners of Districts.

Exd.—C. R.

No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

Summary of Revenue and Expenditure.
Remittance book.
Permanent advance register for contingencies.
Registers in Forms 6, 7, 8, 9, 10 and 11 similar to Range Office Registers for consolidating Range transactions, relating to demands, collections and balances of revenue.
Registers in Forms 65 and 66.
Annual returns of sandalwood collected and sold (Forms 67 to 69).
Register of leases of Forest Produce.
Daily return of Tools and Plant.
Annual return of Tools and Plant.
Register of Deposits.
Ledger of advances to Contractors and Disbursers.
Record of sanctioned works ... ... (Form 28).
Copies of estimates sanctioned by the Conservator.
Measurement Books.
Schedule of rates for each Division.
Objection Book. (One book to be maintained for Conservator's, Comptroller's and District Forest Officer's disallowances).
Register of rents of buildings.

IV. Accounts to be rendered to Conservator.

Monthly.

Classified abstract of Revenue and Expenditure.
Copies of registers in Forms 7, 8, 9 and 10.
Summary of rough sandalwood received and issued by each Koti Ranger (Form 65).
Summary of receipts and disposals of assorted sandalwood (Form 66).
Lot roll of sandalwood exposed for auction sale (Form 67).
Statement of advances to contractors and subordinates to be forwarded to the Comptroller. (New Form.)
Recoveries for value of uniforms.

Quarterly.

Return of Revenue outstandings.
Plan of operations.

Annual.

Budget Estimate of Revenue and Expenditure.
Returns of Tools and Plant.
Annual reports and accounts ... Forms 37 to 51
Return prepared from monthly abstracts of Forms 57 and 58 ... ... ,, 68
Return prepared from monthly abstracts of Forms 60, 62 and 64 ... ... ,, 69
Lot Roll of sandalwood exposed for sale.
Yearly report of Inspections of Kotis.

Half-yearly.

Inspection report of Range Offices.

Occasional.

Completion reports of all buildings, roads and other works.

V. Accounts to be rendered to Comptroller.

Consolidated Treasury Receipt of Revenue, etc., remitted into Treasury.
Classified Abstract of Expenditure accompanied by vouchers for each item of expenditure above Rs. 25.
Consolidated schedule for works.
Schedules of deposits received and repaid.
Statement of advances to contractors and forest subordinates.
Monthly list of cheques drawn.
Annual Clearance Register in C. A. C., Form 32.

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No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

I. Registers and Accounts to be maintained in Range Offices (excluding those maintained solely for Departmental purposes.)

One permanent advance register for contingencies.
Duplicate copies of work and establishment, etc., bills.
Cash book as at present with suitable modifications and additional columns as proposed by the Conservator.

Register of Rents of buildings ...	Form 1 a	(As at present)
Register of fellings ...	,, 3 a	
Register of daily receipts	,, 4	The registers in Forms 4 to 10 may however be bound and alternate sheets perforated so that by means of carbon paper, a second copy may be had ready along with the original.
Do disposals	,, 5	
Receipts and issues of timber and other produce in depots	,, 6	
Register of sales of timber and other produce cut and collected by Government agency	,, 7	
Account of Drift timber operations ...	,, 8	
Register of Revenue from timber and other produce cut, collected and removed by purchasers, etc. ...	,, 9	
Revenue outstandings	,, 10	
Do free grants	,, 11	
Register of leases	Art. 63	
Do licenses issued by vendors ...	(Form F)	
Tools and plant statement Conservator's Form	(Daily)	
Tools and plant statement	Form 14	(Annual)
Contractors' and Disbursers' Ledger ...	,, 24	,,
Sandalwood Registers and forms ...	,, 54-64	,,
Register of remittances into Treasury ...	,, 27	
Bill Books	,, 12	
Receipt Books	,, 13	
Do for leases and recoveries in instalments	,, 13a	
Register of offences	,, 35	
Register of sandal damages.		
Do uniforms and accoutrements ...	Conservator's of Form.	
Do elephants, cattle, etc. ...	do	
Do sanctioned works ...	Form 28	
Office copies of Annual Reports and Accounts.		
Register of Travelling allowance ...	Office copies.	
Register of receipts and Disposals of License books ...	Conservator's Form.	
Register of Kumri and Takkal cultivation	Do	

Plan of operations.
One objection book for Conservator's, Comptroller's and District Forest Officer's objections.

II. Accounts to be rendered to the District Forest Office.

Establishment, travelling allowance and contingent bills for countersignature, where necessary.
Extracts of cash books accompanied by vouchers for payments.
Copies of registers in Forms 4, 5, 6, 7, 8, 9 and 10.
Statement of advances granted and recovered.
Extract of sandalwood registers. Monthly statements of tools and plant to be prepared from daily accounts.
Annual return of tools and plant. Bill for supplies for District Forest Officer's check.
Report of Forest offences in Form A (old form).
Annual statement of Forest offences.
Monthly statement of value of uniforms supplied to Foresters.

III. Accounts and Registers to be maintained in the District Forest Office.

Plan of operations.
Cash books as at present with suitable modifications or additional columns as proposed by the Conservator.

No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

SYSTEM OF FOREST ACCOUNTS.

Memorandum of Instructions—(to accompany Government Order No. Fl. 4438-47—G. F. 55-17-4, dated 21st February 1918.

1. The accounts of the Forest Department may be broadly divided into (1) Cash and Revenue accounts, (2) Works accounts and (3) Accounts of Deposits and Advances; and the main features of the changes in respect of each are detailed below:—

2. (1) *Cash Accounts.—Accounting for Revenue.*—The head "Remittances Inter-departmental" will, in respect of the Forest Revenue, be done away with. All revenue will be paid into the treasury with as little delay as possible. Each remittance is required to be accompanied by a challan in duplicate, one copy of which forms the voucher for the entry in the cash book of the Forest Officer and the other is retained by the Treasury Officer. A consolidated receipt for the Forest Remittances received and credited during the month is furnished by the Treasury Officer to each Forest Divisional Officer dealing with the treasury. This procedure is necessary for the department to maintain stock registers and exercise a proper control over the demand, collection and balance of revenue. The challans with which money is remitted into the treasury should however contain full particulars of the minor and detailed heads of account to which the revenue realised is adjustable in the books of the Comptroller. The Treasury Officer will keep a subsidiary Register of Forest Revenue with printed headings for each detailed head such as "I (*a*) Timber," "I (*b*) Firewood and charcoal" and set apart separate pages for each Forest Officer, if the revenue of more than one division is paid into the same treasury. At the end of the month, he will total up each column and arrive at the total Forest Revenue for the month, of the division concerned, agree it with the consolidated treasury receipt which he will forward to the Forest Officer concerned and send an abstract statement to the Comptroller showing the Forest Revenue of each division and also the total amount received in the treasury classified under the proper minor and detailed heads. The Forest Officer will post his cash book, compare the total revenue with the consolidated treasury receipt received from the treasury and forward the latter to the Audit Office with his accounts, which would of course exclude all transactions relating to revenue as they would appear under the final heads directly in the treasury accounts. No schedule of revenue need also be submitted to the Audit Office by the District Forest Officer. The Conservator of Forests will issue needful subsidiary instructions to the Forest Officers in the matter of posting up the cash book and verifying the total revenue with the consolidated treasury receipts.

3. *Payment of bills.*—All salary, establishment, travelling allowance and contingent bills will be prepared in Civil Account Code Forms (Financial Forms 101, 19, 107, 107A, 21A) and presented for payment at treasuries. These bills will not be paid hereafter by disbursing officers of the department from sums obtained from the treasury by means of cheques against letters of credit. Payments on account of contingencies should in the first instance be met out of permanent advances allowed to each Officer and recoupment of the advances made by encashing bills in Civil Account Code, Form 12 (Finl. 21 A.) at the treasury in accordance with the rules in the Account Code. The responsibility of the drawing officers in regard to undisbursed pay will be as laid down in Article 63, C. A. C., Vol. I as amplified by paras 153 and 154 of the Treasury Manual. These claims payable at Bangalore will, however, be subject to preaudit by the Comptroller as in the case of all other departments.

4. Payment for works will, however, continue to be made, as heretofore, by means of cheques against letters of credit, but it should be distinctly borne in mind that advances to Rangers and other subordinate officers should not be kept unadjusted for a long time and that no advance should be allowed until the amount previously advanced has been duly accounted for.

5. *Disallowances in Audit by Forest Officers.*—The present method of keeping payments charged by Range Officers in their accounts out of the accounts of District Forest Officers and treating them in the same way as other advances must be stopped. The aggregate amount disallowed each month should be charged in the cash book of the Forest Officer under a special head "Forest objection book advances" which should be cleared as soon as possible, each item being taken up in detail in an objection statement and pursued in correspondence. Cash recoveries effected or items adjusted should be credited to the same head in the cash book. The allocation of cash recoveries to be noted in challans for the information of the treasury should be "Unclassified Receipts." The net amount outstanding at the end of any month should always be ascertainable from the objection statement and should be reconciled every month with the progressive balance brought out in the disburser's personal account which would then show separately, advances on account of disallowances. The audit office should also watch by means of objection statements on the monthly accounts the eventual clearance of all disallowances.

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6. In the Audit Office, the items disallowed should be entered in the objection book the amount being shown in a separate column. The objection book form will provide for additional columns for disallowances by the District Forest Officer as also for the objections taken by the Conservator. Separate abstracts should be appended to the objection book, for objections raised by the Comptroller, the Conservator and the District Forest Officer in Civil Account Code, Form 130, and the balance outstanding at the end of each month should be worked out. The total amount outstanding against all the Rangers shown in the monthly statements of advances submitted to audit office as due to disallowances in audit by Forest Officers should be verified monthly with the amount shown as outstanding under the head in the abstract.

7. *Vendors' Accounts.*—As prescribed in Government Order No. R. 7445-6—Ft. 56-16-2, dated 17th January 1917.

(1) Duplicates of licenses should be sent to the District Office, as soon as the triplicate is handed over to the party.

(2) Values should be assigned to each license before issue to the vendors, and,

(3) Transit rules should be framed so as to prevent the possibility of forest produce being removed by any route and escaping check altogether.

8. Vendors' accounts should be self-contained so that an inspecting officer may ascertain from the records with the vendor that the amounts realised are not retained unnecessarily long and are promptly paid into treasury, The acknowledgments of treasury officers for remittances should be obtained in the F register itself when cash is remitted and the money order receipts pasted in the column concerned, when remittances are made by money order. Triplicate copies of licenses should be eventually recovered and compared with the duplicates and the F accounts.

9. *Vendor's Commission Bills.*—The bills should be prepared in the form prescribed (*vide* Appendix A) and should be submitted to the District Forest Officer to be passed for payment after pre-audit by him. On receipt of the bill, the amount of commission will be entered against the item of revenue concerned in the extract of the Ranger's cash book in which the amount of revenue is included and also the date when it is passed for payment. The bill will then be passed for payment by the District Forest Officer and the entries made in his office in the extracts from the Ranger's cash book initialled by him. It will then be returned to the Ranger who will make the payment to the vendor, from amounts of cheques advanced by the District Forest Officer taking his acknowledgment on it, charge it in his cash book and send the voucher to the District Forest Office in support of the charge as an accompaniment to the monthly copy of his cash book. The District Forest Officer will then enter the date of payment against the original entry made by him in the extract from the Ranger's cash book. The entries in the extracts from the Ranger's cash accounts will prevent a second claim from being passed for payment or a second bill from being paid again.

10. *Revenue Returns.*—The registers in forms 4 to 10 should be bound at one end instead of in the middle and the alternate sheets perforated, so that by means of carbon paper, a second copy may be had ready along with the original. The register in Form 10 should be applified by the addition of a column for "month," so as to enable the Conservator and the Government to make a proper review of the outstandings, with reference to their duration and amount.

11. The register of leases prescribed in Article 63V of the Forest Code should be suitably modified by providing separate columns in the existing forms, one to show the kind of produce and another to note the order of sanction.

12. *Stock and Tools and Plant.*—The stock accounts form the primary records of the department and it is necessary that there should be a systematic report of stock-taking by Range Officers to District Forest Officers and by District Forest Officers to the Conservator. Every half-year on the 15th July and 15th January, Range Officers should submit a report of the results of stock-taking at the end of the previous half-year, noting the quantity and value of the deficiencies found, if any, and the steps taken for their rectification. A similar report should be furnished by District Forest Officers also and in it should be mentioned the dates of count by Range Officers with the result of such count. The periodical returns will enable Forest Officers and the Conservator to take timely action and fix responsibility in the case of shortages.

13. With regard to tools and plant, a monthly account of receipts, issues and balances of affected items should be sent by Range Officers to the District Forest Officer and it should be checked by the latter with reference to sanctions accorded and orders issued. The annual return should be checked with the monthly account and forwarded to the Conservator one for each range and one for the District office. There is no necessity for consolidating and copying all the returns into the District accounts. The submission of separate original

returns will save copying work and inform the Conservator of the state of each Range Officer's Tools and Plant returns. A certificate that the tools, etc., have been counted, the date of verification, and the result of count should be appended to each return. It should be printed at foot of the form and suitably completed and signed by the Range and District Forest Officers.

14. (2) *Works Accounts.*—The Conservator's list of sanctions should be submitted to the Comptroller not later than the 5th of the month following that to which the sanctions relate. The list should be complete and should not include items which do not fall under the head "A Conservancy and Works." The vouchers submitted by the Forest Officer should contain a clear reference to the description of the estimate and the number and date of the sanction. For the purpose of checking the correctness of the Register in Form 28 maintained in the Divisional office, a consolidated work voucher in the form appended, (Appendix B) should be forwarded to the Audit Office every month for all works whether sanctioned by the Conservator or higher authority or by the Forest Officer himself. A copy should be sent to the Conservator also.

Appendix B.

Consolidated Work Voucher.

Heads of Account	Particulars	Sanction					Expenditure to date including this bill	Balance available
		Particulars	Amount	Number of Sub-Voucher	Amount	Total		
1	2	3	4	5	6	7	8	9
			Rs.		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
A I (*a*) ...	Timber operations in Closepet Range.	Conservator's S. O. No. 10, dated 18th April 1906 ...	2,000	11 b 12 b 13 b 14 b	2 13 7 21 11 2 5 4 6 10 1 8		410 12 11	1,589 3 1
						39 14 11		

15. This voucher should be audited in the Comptroller's office and every item of expenditure incurred without a sanctioned estimate or in excess of the estimate objected to. The register of works expenditure now kept in the Comptroller's office will continue to be maintained and posted from the consolidated work voucher. A note of the fact of completion of a work will be made from completion reports received. The consolidated work voucher will be checked with the vouchers and the classified abstract of expenditure and all deviations from estimates duly noticed. On completion of each work a completion report should be sent to the Conservator and after check in the office of sanction should be forwarded to the audit office for final record. The register in Form 28 now maintained in the District Forest Offices need not contain a detailed description of work done. The entries may be confined to a reference to month, voucher number and amount.

16. There are no initial records at present in which the details of measurements for work done are entered. Under "A. V. Communications and buildings," there are (*a*) roads and bridges, (*b*) buildings and (*c*) other works, such as wells, clearing of compound, etc. In these cases, bills are prepared for work done showing the total quantity and the rate approved. Measurement books similar to those in use in the Public Works Department should be brought into use in the Forest Department. The books will form the primary records of quantities of work done or materials supplied and the basis of all payments connected therewith. They should contain the acceptance of measurements by the piece-worker concerned and a reference to the bill of payment.

17. A complete list of every operation in the department should be prepared and printed and the rates obtaining in each locality entered therein. There should be a schedule for each district and it should have columns for the entry of comparative rates for three or four years. A printed copy should be furnishsd to the Comptroller also, for audit of rates paid.

18. *3. Accounts of Deposits and Advances.*—(*a*) *Deposits.*—Security deposits of subordinates and vendors, etc., should be paid direct into the Savings Bank by the parties and the pass book hypothecated to the District Forest Officer and lodged with him. A simple register showing depositor's name, designation, amount of deposit, pass book number and

date of refund or release should be kept in the District Forest Office in Form C. No extract of this register need be sent to the Comptroller.

19. As regards other deposits, a detailed account in Civil Account Code, Form 41, showing the deposits received and one in Civil Account Code, Form 30, showing the details of the deposits repaid should be maintained in each District Forest Office and extracts therefrom in Civil Account Code, Forms 32 and 30, should be submitted to the Audit Office monthly by the Forest Officer. Repayments of deposits will find a place in the cash book, as also items which are carried to a revenue head by debit to 'Deposits.' All repayments in cash of deposits of more than Rs. 10 must invariably be made by means of cheques drawn in favour of depositers and delivered to them. Advices of adjustments of deposits need not be sent to the treasury as at present. A note should, however, be added to the monthly extracts, indicating distinctly the amounts passed through the treasury accounts and those which have been adjusted or repaid in the Forest Office without reference to the treasury, such as deductions from bills credited to deposits, and repayments of deposits, by credit to revenue. The treasury will maintain no detailed accounts, but will credit all deposits received to the head "Forest Deposits."

20. In the Audit Office, the monthly extracts received from Forest Offices will form the register of deposits as in the case of other departments and the amounts repaid will be posted in the money columns for the respective months from the extract of the register of repayments received from each Forest Officer. The totals of cash receipts according to Forest accounts should be compared with the totals of credits each month to "Forest Deposits" appearing in the treasury accounts. Items of adjustments and repayments will be posted in the Forest Classified Abstract from the monthly forest accounts. A broad sheet should be maintained in which the totals of debits and credits each month and the opening and closing balances at the beginning and end of each year should be posted. At the end of the year, the balance on account of each District Forest Officer on the books of the Comptroller should be verified in communication with the District Forest Officer. For this purpose, a clearance register in Civil Account Code, Form 32, should be submitted in July of each year by each District Forest Officer for the outstanding balances in the receipt register of the second preceding year and the verification should be carried out as prescribed in Civil Account Code, Volume II, Article 873.

21. (*b*) *Advances.*—A monthly agreement should be carried out between the statement of advances and the Rangers' books on the one hand, and between the former and the Comptroller's books on the other. The register of receipts and disbursements now maintained in the Forest Section of the Audit office should be abolished and a register should be maintained in the form appended (Appendix D). Separate statements for advances to Rangers and for advances to contractors should be submitted, both from the Range to the District Forest office and from the latter to the Comptroller.

22. Every half-year, (*i.e.*), in December and June of each year, a certificate from each Ranger, or other subordinate against whom advances are outstanding on account of disallowances in audit or unaccounted balance of cheques issued should be obtained by the District Forest Officer in acceptance of the amounts outstanding in the ledgers. The balances due from contractors should similarly be verified and be supported by contractors' receipts for the dues shown in the accounts. The dues, if any, to contractors should be borne out by the latest bill for work done. The half-yearly statement should thus be accompanied by the subordinates' certificates and by receipts from contractors acknowledging the unadjusted balance, against them. In the case of all items, the period from which an item is outstanding should be clearly specified and brief reasons for the delay in adjustment and steps taken to clear the items explained. The balances at the end of the year should be proved in the manner described above and should consist of current and efficient items.

23. The statement of advances should also be in the form (Appendix D) and it should clearly show the month from which each item is outstanding, the amounts due from each Ranger, his Deputy and other subordinates and each contractor against whom advances are outstanding. Particulars of advances (*i.e.*) whether they are disallowances in audit or are unaccounted balances of cheques should be clearly entered in the statements of advances to Rangers. The ledger account of each contractor should be maintained in the District Office and compared with the statement received from each Ranger.

24. *Accounts to be maintained and rendered.*—The registers and accounts to be maintained in the Range Office, those to be submitted to the District Forest Officer, those to be maintained by the latter, and the returns, etc., which are to be forwarded by the District Forest Officer to the Conservator and the Comptroller are shown below. The classified abstract of expenditure with the supporting vouchers, the statement of advances and the other returns will be submitted to the Audit Office not later than the 5th of the month following that to which the accounts relate.